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**User
Report**

**THE STATUS OF WOMEN IN
CANADIAN POLICING: 1993**

No.: 1993-22

**Police Environment
Series**

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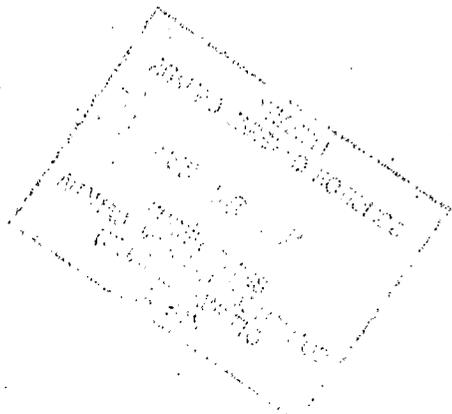
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**THE STATUS OF WOMEN IN
CANADIAN POLICING: 1993,**

No.: 1993-22

The views expressed in this report are those of the Author, and do not necessarily reflect the views of the Department of Public Security Canada.



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ABSTRACT

The recent demographic motivation to increase the recruitment of women into policing is compelling. In the past two decades women have made gradual but steady numerical gains, have attained assignments in most aspects of policing, have gained some acceptance in the informal networks, and a few women have moved into supervisory positions. These changes have occurred largely in response to legislative and departmental pressures, but have brought, sometimes, grudging recognition of the contributions women can make to police work. Many police agencies struggle to find valid, entry physical agility tests which do not discriminate against women by overemphasizing upper body strength but still maintain standards. There is the notion that a women officer violates the male self image and the organizational and social myth that law enforcement is a man's job. Implementing change that challenges deeply held beliefs about masculinity and long-standing customs about policing is difficult. As more women of childbearing age enter policing, the importance of well-designed pregnancy and child care policies have to be addressed. Departments should anticipate problems now, and adopt policies which permit women officers to manage both career and family in order to ensure a stable work force as these organizational issues are linked to turnover.

EXECUTIVE SUMMARY

A number of current trends have acted to change or modify the occupational role of the law enforcement officer: (a) an increased recognition of community policing as a delivery model of police work; (b) an emphasis on strategic alliances (community partnerships); (c) an increased accountability for the excessive use of force by police officers; (d) the further enhancement of police professionalism; (e) changes in recruitment, selection and training; and (f) a wider repertoire of social behaviours deemed appropriate for both male and female officers.

It is believed that the presence of women in increasing numbers within the field will further impact or modify contemporary perceptions of the police role. The findings suggest that specific trends and events have had important impact on female recruitment and retention, such as: (a) the level of recruitment effort to attract female applicants; (b) employee-benefit programs; (c) salary in policing versus other professions; (d) employment equity programs, mandate and legislation; and, (e) paid maternity leave. However, to what extent are women police officers accepted by their male cohorts? What are the police perceptions about the type and level of public expectations of women and men in police work? To what factors can changes be attributed? What barriers to equal opportunities for the full employment and active integration of women in policing remain? What changes in department policies and practices would reduce these barriers? Is the status of Canadian women in policing similar to what has been reflected in the literature, and /or are there distinct differences? These are the underlying questions on which this study is based.

The **purpose of this study** is to provide a current perspective about the status of women in policing in Canada by addressing various psychological, sociological, cultural and policy-related concerns. It was designed to achieve **several objectives**:

1. to explore similarities and differences in the recruitment, training, selection, assignment, promotion and turnover of male and female officers within and across selected Canadian police departments;
2. to examine the existence and nature of other personnel policies and practices related to sexual harassment, employment equity, pregnancy and maternity leave, the occurrence of and return from leaves of absence and the re-integration strategies in place to assist police officers upon their return from leave; and,

3. to suggest ways to achieve the fuller integration of women into policing.

DESIGN AND DATA COLLECTION

The **research designs** included four primary components:

1. a national mail-out survey of all police agencies servicing populations over 50,000;
2. an analysis of the Police Administration Statistics collected by Statistics Canada, from 1986 to 1991 inclusive, on police agencies servicing populations over 50,000;
3. detailed on-site case studies comprised of survey and individual interviews at six police agencies serving populations over 50,000 (Moncton, New Brunswick; Halton and London, Ontario; Delta, Burnaby and Surrey, British Columbia); and,
4. an assessment of turnover rates at the six on-site locations as well as surveying former police officers who have left their police service within the last five years.

NATIONAL MAIL-OUT SURVEY

The mail-out survey was sent to the 54 Police Chief's and the 12 O.I.C.'s of the RCMP Detachments serving Canadian communities with populations of 50,000 and above. The questionnaire requested information on: (1) departmental policies and procedures related to recruitment, selection and promotion; (2) the number of male and female officers by ethnic group, rank, and assignment; (3) male and female officer turnover rates; (4) the existence and nature of other personnel policies related to women, including those on sexual harassment, employment equity issues, pregnancy and maternity leave, and the occurrence of and return from maternity leave; and, (5) the existence and nature of other personnel policies related to leave and re-integration strategies for police officers upon returning from leave.

ON-SITE CASE STUDIES

The case studies examined in detail, policies and practices at six agencies: Moncton Police Force, New Brunswick; Halton Regional Police Service and London Police Force, Ontario; Delta Police

Department, Burnaby RCMP Detachment and Surrey RCMP Detachment, British Columbia.

The on-site case studies contained three components:

- (1) The administering of questionnaires to all police officers within the designated agencies seeking similar information to the national survey and additional information on individual characteristics and attitudes about work environment;
- (2) Conducting taped, in-depth interviews with a sample of male and female officers at each site in order to explore their perspectives about the integration of women into policing; and,
- (3) Completion of a survey by the person in charge of personnel at each site, identifying the number of male and female officers having left the department within the last five years, their length of service, rank and reason for separation; and, mailing questionnaires to all former police officers from each of the six on-site agencies who had terminated employment within the last five years.

SYSTEMIC BARRIERS TO WOMEN IN THE WORKPLACE

Various aspects of the national, on-site and former police officer survey methods uncovered systemic barriers affecting the fuller integration of women into policing. Those beliefs and notions about women have been represented as the following, five barriers:

1. The Barrier of Traditional work centred on **blaming** women for absenteeism due to pregnancies, stress leave, and family responsibilities resulting in more officers being required to handle calls for service; cultural beliefs about women's roles; sexual harassment; differences in deployment of assignments; and being incapable of dealing with violent incidents.
2. The Barrier of Credibility focused on not taking women seriously; women were only interested in getting husbands; on false beliefs and misconceptions about equity issues affecting hiring practices, training, and promotions; proving competency; and the delivery of service to the community.

3. The Barrier of Assumptions evolved around the commitment to policing as a career; stereotypes regarding assignments; having a female partner would cause domestic problems; and public dissatisfaction and complaints about police women.
4. Self-made Barriers where women limit their opportunities for advancement by underrating their ability; try to do the job like a man; tendency to suppress gender-based qualities or experiences rather than incorporate it explicitly into occupational life; sit in silence in meetings; work the minimum number of hours; and, do not compete in the promotional process.
5. The Barrier of Isolation. Due to the relatively small number of women in policing, especially in some agencies, networking, both formal and informal, mentoring, proved to be limited resulting in feelings of isolation and lack of support.

FINDINGS

NATIONAL MAIL-OUT SURVEY SUMMARY

The findings from the National Mail-out survey reveal that the representation of women in policing, regardless of city size or region, has definitely increased, marginally for some agencies and considerably for others. It has increased, especially since 1988. Generally, a higher percentage of women compared to their male counterparts are now being assigned to patrol, as well as to other line units especially support services assignments such as, community relations, crime prevention and school liaison. Agencies in larger centres (100,000 and above) tend to assign a higher proportion of female officers to more investigative and surveillance assignments than the smaller centres (50,000 to 100,000).

In order to systematically approach a proportionate representation of the community, four prescribed groups women, racial minorities, Aboriginal persons, and persons with disabilities have been targeted by police agencies across the country. This survey addressed gender similarities and differences in policing. Employment equity is viewed as a means to ensure that police forces are representative of the communities they serve; it does not mean however, 'quota filling' and 'playing catch up' in order to simply fill vacancies. In those conditions there is the risk of hiring less capable applicants and discriminating against quality white male applicants. What it may mean, if insufficient

numbers of **qualified applicants** exist, is developing different recruitment strategies, expending reasonable effort to actively recruit the targeted groups, enlarging the applicant pool, developing provincial and national police hiring standards and more centralized testing of applications.

The data suggests that in those agencies where there are more female applicants, finding qualified candidates among them does not appear to be difficult. Agencies across the country are developing employment equity plans to identify and eliminate systemic barriers to the recruitment, selection, promotion and retention of prescribed group members. The majority of agencies have eliminated some barriers with the removal of age limits and minimum and maximum height requirements. Some agencies have changed the order of certain selection criteria, so that all medical and physical requirements are determined after a job offer is made; and, recruitment brochures include colour photographs representing target groups but not eliminating the white male.

The proportion of male and female officers is shaped by the rate at which they apply to and are accepted by police agencies and the rate at which they leave policing. Application and selection rates, in turn, are shaped by the eligibility criteria and the mechanisms used to recruit, screen and select candidates. There were definite variations by region and city size to the recruitment methods used by agencies. The majority of agencies use either a team of recruiters or an individual recruitment officer and 23 agencies were represented by both genders in their recruitment teams. Only 52 percent of the agencies thought it was necessary to have female recruiters represent the department in the recruitment process.

The types of selection mechanisms used by the agencies were quite similar. The majority require applicants to pass a written and oral exam, physical fitness test, medical examination, psychological screening and cognitive test. Some police agencies and training academies, (e.g., the Atlantic Police Academy, Ontario Police College, and Justice Institute of British Columbia) also include prerequisites such as first aid, CPR, swimming, computer and typing skills. There was a disparity in the requirements of the physical performance tests to determine physical fitness and agility across agencies regardless of region and city size.

Selecting the most qualified and capable people to serve as police officers is a crucial first step to effective policing. Effective recruit screening means choosing people at the onset who have the desirable attributes for police service and hence, to screen out those who do not. Substantial salary and other related costs may result from hiring and training unsuitable recruits who may leave the agency during the probationary period. In addition, hiring people who are unsuitable leads to inferior police work,

citizen complaints and incidents that could damage the credibility of the department. A rigorous, effective process for screening recruits can avoid both these financial costs and tarnished image. Agencies vary in the degree that they collect information on their members, both during the recruiting process and throughout their career.

Most of the agencies indicated that basic training included training at a Police Academy. These programs varied considerably in content and length across the country. The Maritimes require each potential candidate to complete basic recruit training at their own expense at the Academy prior to being hired by a department. While other agencies hire the candidate first and then at the department expense engage them in basic training. The majority of the agencies have a formal field training program. Of those 42 agencies with a formal training program, 73 percent use male FTO's and 46 percent use female FTO's. There were distinct differences in the use of female FTO's by region and city size.

Women appear to be slowing earning promotions to first line supervisory positions at a rate slightly greater than their representation in the total pool of candidates for sergeant; but they continue to be virtually excluded from upper level management. Promotions of females were greater in larger cities than the smaller centres. Many of the agencies in Ontario commented that Provincial Legislation was most definitely affecting the three domains of hiring, training and promotion. The data suggests this to be true as 90 percent of the agencies promoting women were from Ontario. The vast majority of agencies promote people to corporal and sergeant on the basis of performance evaluation, an oral interview, a written exam and the recommendation of a senior officer compared to the use of oral interview, performance evaluation and written exam for inspector and superintendent ranks.

Potentially, performance evaluation and seniority are likely to hinder a woman's chances for promotion. Performance appraisals were rated as the most frequently used indicator in the promotion process for Corporal through Inspector. Evaluations may work against women because effective measures of police performance are still under development, thus leaving a lot of room for subjective judgement. Some agencies are debating the issue of separating performance evaluations from the promotion process entirely. Women's lack of seniority is still a handicap, but one which will eventually fade in time. It was suggested that when agencies place a greater weight on objective measures, such as written examinations, panels containing both genders and assessment centres this will provide better opportunities for women to advance into middle management as they may be less likely hindered by sex bias.

Turnover rates indicate that women (2.45 percent) leave policing at a higher rate than men (0.66 percent), especially, in

cities between 50,000 to 100,000. Although the survey did not specifically seek to determine whether female separations were due to either sexual harassment or the lack of available maternity leave, the significant lack of such policies suggests that their absence may contribute to women's voluntary turnover rates. Especially when 44 percent of the females separated due to family/career conflicts, pregnancy, harassment and general dissatisfaction; and an additional, 22 percent left for other employment compared to men who left due to other employment, death, and separation in lieu of firing.

More women officers in 1992, were granted a leave of absence of greater than three months compared to their male counterparts. The main reasons were maternity leave and personal injury for women to personal injury and medical condition for the men. There were no statistical differences by city size or region. Very few agencies had formal programs to assist the officers back into the day to day operations following a leave.

The challenge is to accelerate the learning about what employment equity really means, which for some will mean dispelling false beliefs and myths and changing attitudes to allow for a greater integration of women into all aspects of policing. There is a need for the review of policies related to recruitment, physical conditioning, selection, training and promotion to eliminate criteria that are not job related; and, the development and enforcement of policies that reduce sexual harassment and leaves of absence that result in unfilled positions and conflicts between family and career.

ON-SITE CASE STUDIES

1. QUESTIONNAIRE SUMMARY

The respondents from the six on-site agencies (N=783) further illuminated the factors associated with recruitment, selection, training, promotion and additional personnel policies and practices. Women made up 10.5 percent (n=82) of the sample and 6.1 percent (n=5) of the female officers had received a promotion, but not higher than the Staff Sergeant level. Performance evaluation, was perceived as the most salient method used in promotion by both genders regardless of rank. Senior managers indicated that the recommendation by a senior officer was also an important consideration used in promotion to upper management ranks.

Women have attained assignments to most aspects and units within policing, but did hold somewhat different assignments than male officers, especially in administration, criminal investigations, identification, and communications.

The majority of the male respondents were between 30 to 49 years; the women were between 19 to 39 years. Over three quarters of the men, but only half of the women, were married. Over three quarters of the men, but one quarter of the women have children.

Female officers at the onset of their careers had higher levels of education than their male counterparts, even when length of service was taken into account. Generally, the RCMP had the greatest percentage of male and female respondents with university degree's at the onset of their policing careers. There were significant shifts across all agencies however, in improvements in levels of education from the recruitment to their current status.

Both male and female officers rated attitudes about work environment such as enjoyment, policing living up to individual expectations, effects of policing on one's private life and morale quite positively; and both groups experienced comparable work-related stress. In general, those who had received promotions rated attitudes about work environment the highest.

Agency recruitment methods varied but both genders indicated personal interest was the most influential factor, followed by influenced by a family member, friend or police officer. Agency selection criteria were similar despite the fact that the proportion of females selected varied considerably by agency. The oral interview was perceived by both genders as the most common criteria used in their selection process, followed by a written examination, and one's educational level. A substantially greater percentage of female officers had undergone a physical fitness test, however, when controlling for length of service this percentage difference between genders decreased. There is a growing recognition that physical fitness and skills need to be more standardized; that fitness includes far more than just upper body strength; and that officers who do not stay fit are more likely to be injured, disabled, or die. Both male and female officers expressed concern about the physical abilities of small officers, particularly small women. The perception is that in 'all out' fights an officer's size may deter a citizen's assault. However, many thought it was more important to be able to 'spell truck than lift one!' Nonetheless, the physical difference is still a substantial barrier to full acceptance of women officers. The salience of the issue has decreased somewhat, for many women officers have proven their ability to defend themselves and their partners. Self-defense tactics are being used more by officers and may assist in curbing overt physical aggressiveness.

Female officers were under-utilized as field training officers since they are not proportional to the number of females hired. The most frequent training methods the respondents had encountered were working with an experienced officer and involvement in a formal field training program. The agencies in Ontario were strongly affected by Provincial legislation and the RCMP was the agency the most affected by departmental policies on hiring, training and promotion of women officers.

All agencies had formal mechanisms in place for members, regardless of gender, to voice their concerns. One agency also had a formal organization for their female members to more openly discuss women issues. Many women sensed a barrier of isolation as they were excluded from the informal get-togethers in which men do business.

Nine percent of the officers had taken a leave of absence of greater than three months, i.e., 32 percent of the female group and 6 percent of the male group. The majority of the agencies do not have a formal procedure designed to assist their officers back into the day to day operations following a leave of absence. A significantly higher number of women received no support from agency informal networks when compared to male officers.

As more women of child bearing age enter policing, the importance of well-designed pregnancy and child care policies will be inevitable. Women used more leaves of absence than men, of which 65 percent was for maternity leave. Several of the agencies already have maternity policies in place and those officers regardless of gender, seemed to be more knowledgeable about the existence of a policy than officers from agencies without such policies. None of the agencies had specific policy about work assignments during pregnancy and there was confusion by members about the appropriate courses of action in such situations. Most agencies used a combination of options to best suit the individual circumstances, with light duty as the most frequent option. There was considerable variability between genders and within agencies by gender as to awareness about the methods used.

Adopting sexual harassment policies varied across agencies. Those respondents from agencies with a policy were better informed of whether they did or did not have a specific policy and in general, a higher percentage of female officers were aware if a policy was or was not in place. Adopting a policy is an important first step but it must also be vigorously implemented. Not all agencies had established internal procedures for handling sexual harassment complaints. There were significant differences between genders and within agencies by gender about their knowledge of established internal, sexual harassment procedures.

A content analysis of two questions (a) assuming a future increase in the participation of women in policing, what do you see as the principal results of this trend; and (b) any comments to assist in future efforts to understand female personnel issues were conducted. The analysis revealed the following five main categories: (a) leaves of absence; (b) physical capacity and the potential for violence and injury; (c) future trends of women in policing; (d) standards on hiring and promotion; and, (e) employment equity policy. Responses indicated that departments would be forced to address the need for both policy and practice on resource issues such as: flexible work scheduling; job sharing; part-time positions; child care; support groups for officers; and structured leave of absences.

2. INDIVIDUAL TAPED INTERVIEWS (N=131)

A series of taped in-depth interviews lasting approximately 30 minutes each were conducted with a sample of male and female police officers at each of the six sites to explore their perspectives about the fuller integration of women into policing. A total of 131 individuals were interviewed, 69.5 percent men (n=91) and 30.5 percent women (n=40). Supervisors and senior police managers were selected for interviews including: all senior managers; all managers in charge of recruitment, training and personnel; and all section heads. A random selection of male and female officers were chosen from within the various work assignment sections of the departments. Thirty-one percent of the males interviewed were Inspector and above and 26.4 percent were Constables; compared to 80 percent of the females were Constables and no females who had been promoted to Inspector and above. The highest rank attained by a female officers was Staff Sergeant (n=1).

The 131 taped interviews were first transcribed, followed by an in-depth content analysis of each question for major themes from which main categories, representative of the majority of comments, could be elicited. The following categories emerged:

- Recruiting strategies;
- Performance standards;
- Impact of female police managers;
- Organizational conditions necessary for fuller assimilation;
- Civilianization; and,
- Perceptions of public expectations.

1. What specific recruiting strategies show a record of success in attracting qualified female candidates? Does the police organization need to recruit women differently?

The responses to this question focused on four specific categories: Employment Equity Legislation; Recruitment; Hiring; and Promotion.

Female respondents supported employment equity as a positive step to force employers to take women's applications into policing seriously. Other comments included: equity legislation expected too much too quickly; standards were being lowered; promoted reverse-discrimination towards white males; unrealistic goal to promote 50-50 split of genders in police representation; and policy was overlooked by middle management and not taken seriously.

Male respondents viewed employment equity as an important issue which needed to be more seriously addressed by management since it is difficult for females entering a traditional male-dominated profession. It was also indicated that equity theories and policies were already in place and the government legislation had added credence to those practices. Other comments reported that: the 50-50 split was unrealistic; lowered standards in order to accommodate the legislation; equity was moving too fast; causing a financial burden to implement with no support from the government; and unfair to target policing when female dominated professions were not encountering such legislation.

Forty-eight percent of the women respondents indicated that there should be no difference in the way in which women are recruited into policing; compared to 40 percent who thought it was very necessary for departments to actively recruit women and present a clearer picture of what police work entails. This hopefully would dispel the long-standing stereotypes and misconstruances portrayed in the media and television about the profession. More exposure was needed in the community in the form of displays, public speaking engagements and liaising with various community service groups.

The majority of male officers (53 percent) stated there should be no difference in recruitment strategies for either gender. Other comments focused on the need for more female officers to become involved in recruitment. In this way the female public would get a better understanding of women's roles within policing.

Forty-eight percent of female officers stated that department hiring practices and standards were equal for both genders while 30 percent claimed hiring practices were too lenient. The former group believed that females had earned their place in the department competing on a 'level-playing-field' with male

applicants. The latter group thought qualified male applicants were being overlooked in favour of women, in order to satisfy government quotas. It was considered paramount to hire only qualified individuals since under-qualified females adversely effected the credibility and degree of acceptance of all women officers by male officers.

The majority of male respondents acknowledged the importance of hiring women into policing but believed that standards had been lowered to meet prescribed ratios. There was also a perception that there is an over-emphasis on education and test scores and not on the individual attributes and skills of the applicant.

Sixty percent of the female officers were concerned about promotion. Many indicated that they were fearful of entering the promotional process because they did not want to be the 'token female'. Promotion based on merit was emphasized, whereas fast-tracking was believed to be detrimental. Twenty-eight percent of the females indicated that the process was fair, that candidates competed equally and the best were selected. Others stated that there would always be resentment after any promotion, regardless of gender, by those who did not believe that the individual was qualified in the first place.

The majority of the males (51 percent) were not optimistic about promotion. It was believed that females would receive preferential treatment and were fast-tracked into positions after minimum lengths of service. Others commented: that the process was fair and equitable for both genders; females would continue to be seen as a novelty because their numbers were still so small; promotion of females was a reality and best to be accepted; and fast tracking of men in policing has been occurring for a long time.

2. Does the police profession impose differing performance standards for its female officers versus their male peers?

This question centred on internal performance expectations of female officers by both management and their peers. The range of responses were divided into four main categories: Standards; Expectations; Performance; and, Acceptance.

Female officers cited concerns that women entering policing recently did not meet established physical standards while others thought that all officers met the same standards, both physically and academically. Others indicated that their male cohorts expressed a lack of confidence towards women officers due to lesser physical power and aptitude on the road. Many women commented that they may not meet perceived physical standards created arbitrarily

by men but women compensate for the lack of strength through the use of good communication skills.

Male comments about standards focused on: the lack of standardization of physical requirements and training at a national level thereby, leading to discrepancies in standards from department to department; lowering of standards was not a gender specific issue but one that effects both male and female recruits; and, all officers should maintain a level of physical performance for the duration of their career.

Female officer's comments on expectations included: expected to do the same work as the male officers; to work harder than the male officers; dedicated to the job; to act more compassionate and understanding; perceived as good communicators; don't take their careers seriously; and not expected to forego their femininity in order to succeed as a police officer.

Male officer expectations about female officers included: the same expectations as for their male peers; not able to physically perform as a man but still could get the job done; they didn't seriously view policing as a career; wouldn't stay in policing for the same duration as men; were motivated by financial gains; and looking for husbands.

Highlights from the female officers comments about performance were: could succeed in all facets of policing; over-emphasis by men about physical strength; less likely to cause an altercation; used communication skills a lot versus physical confrontations; and women are judged twice as hard by their peers than male cohorts.

Male officers comments about female officer's performance included: confident in their abilities; welcomed female officers into policing; contributed as much as males; differences in approaches were beneficial; male officers over-protected many women; many women neglected confrontational situations; not suited for patrol duties; and respected less by the public than their male cohorts.

Finally, female officer's comments about their acceptance included: have many things to offer to policing; had to prove themselves; dedicated to the job; and performance was directly linked to acceptance. Resentment towards women was evident at all levels of the hierarchy. The reasons cited were: resistance to change; socialization; overprotection in deployment assignments; outdated beliefs about women's roles; and employment equity policies.

Male respondents comments about the acceptance of women into policing included: it was improving; and resolution of 'manpower' shortages, fast-tracking, and equitable physical standards would assist in reducing resentment towards women.

3. What will an increase in the number of female police managers have on the police profession?

The majority of both genders indicated there would be no differences to the structure and function of the organization as long as qualified, dedicated individuals were promoted. Other comments stated that female managers would: be more compassionate and understanding of their employees; be more proactive in their approaches; be less resistive to change; narrow the gap between the police and the community; and promote more networking structures.

4. What organizational conditions must exist to maximize the assimilation of women into the police profession?

The responses to this question covered a wide ranged issues such as: maternity leave; light duties during pregnancy; family/career conflicts; job-sharing; and sexual harassment.

A clear written policy for maternity leave was seen as very important. Issues identified by the female officers were: maternity was approached with a great deal of resentment by both management and male co-workers; increased workload resulted for co-workers due to a lack of back-filling maternity positions; feelings of isolation and abandonment by the administration; and the necessity of a comparable paternity leave policy.

Issues identified by the male officers included: maternity leave put a tremendous financial and operational strain on the department; frustration over the continuance of seniority during leave; identify discriminatory attitudes; important to investigate policies and methods employed by other professions such as nursing and teaching and develop alternative means for dealing with shortages such as through 'pools' of trained officers.

Most male and female officers commented on the importance of removing the pregnant officer off the road and placing her on light duties. Communications, records or the front desk were the most common areas of assignment. Female officers commented on: the necessity of a policy on light duties to provide guidance; the importance of back-filling platoon positions; the need to establish a pool of part-time staff; the better utilization of female officers while on light duties; and the resentment by many male officers who saw light duty as preferential treatment.

The male officers felt that the civilianization of many police positions could pose problems for accessing light duty assignments for both genders; and that while women gained valuable work experiences that could assist them in promotional opportunities, equal opportunities were not open to other members of the department.

The majority of the female officers indicated that females faced tremendous pressure in attempting to manage both a family and a career. Suggestions to assist with this included: daycare facilities; job-sharing and part-time police positions. Some women expressed promotional opportunities could be effected negatively by having children.

Male officers indicated: that women should make a decision regarding their family or career; resentment towards women about the financial costs of turnover; job-sharing should be available for both male and female officers; and better policy is needed to breakdown stereotypes and social conventions about career/family decisions.

The majority of women and one-third of the men indicated that job-sharing would be an effective way to reduce job turn-over by both genders. Opinions varied on the feasibility of job-sharing from: it could be implemented anywhere within the structure; would be very be problematic in patrol and/or criminal investigations; would be an administrative and managerial dilemma; and, wouldn't work at all.

A majority of the female respondents indicated that sexual harassment existed in policing, but that it was not considered to be a major problem. For the most part women could effectively deal with the incidents themselves however, they thought better definitions of harassment was needed to be developed along with clearer policies for dealing with such situations.

Eight percent of the women perceived harassment to be a major problem and thought many women were afraid to report violators due to persecution from management and other members. Half of the male officers strongly felt that there was no place for harassment in the workplace and that the policies must reflect that attitude. Some male officers, however, thought that harassment policy was biased against the accused, and officers were being seen as guilty until proven innocent.

5. A current trend is to civilianize many duties traditionally assigned to police officers. Does this practice need to be re-evaluated?

Male and female officers shared similar opinions and concerns about the civilianization of police positions. The majority of the officers believed it was economically favourable and allowed the department to hire trained employees into very specialized areas. In addition, lateral entry of civilians possessing managerial, interpersonal and technical skills into previously, allocated police positions could provide valuable insights to police management. The most frequent concern expressed was that increased civilianization ultimately removes valuable postings for placing disabled officers or those on light duty. Other concerns included the assignment of civilians to dispatch areas where they lacked the experience to make proper deployment decisions and conflicts with unions for not allowing disabled staff to work in civilian areas.

6. What is your sense of the type and level of public expectations as it relates to the role of women and men in police work?

Male and female respondents shared similar opinions and concerns regarding public expectations about police work. The majority of officers believed that the public expected the same service regardless of gender. Most victims of crime simply wanted a uniformed officer to effectively resolve their situation. Some officers perceived that certain ethnic minorities, mainly the males within these groups treated female officers with less respect than male officers. This was attributed to cultural beliefs about the role of women in their particular society.

3. FORMER POLICE OFFICER SURVEY

Approximately 104 officers resigned from the six on-site agencies during the last five years, 86.5 percent were males and 13.5 percent were females. The National RCMP attrition rates for members with the same length of service has gradually decreased from 1988 to 1992; (e.g., in 1988 - males 1.6 percent and females 4.7 percent; while in 1992 - males 1.2 percent and females 2.2 percent).

The majority of the sample respondents had between less than 5 years to 15 years of service. The majority of the officers, 93.3

percent (92.2 percent of the males and 100 percent of the females) were constables; 6.7 percent were of Staff Sergeant and Sergeant rank; and 1 percent were Inspectors. The main reasons given for separation by male officers were: other employment, separation in lieu of firing, dismissal, and other; and for female officers were: family reasons, family/career conflicts, other employment and dissatisfaction with the job.

Of the 104 surveys mailed to these former officers, 34 were returned stamped 'moved, address unknown'. It is not known how many of the remaining surveys actually reached their destination, however, 19 completed surveys were returned. The gender breakdown by gender was 68.4 percent males (n=13) and 31.6 percent females (n=6). One woman was a corporal and the rest were constables at the time of separation; while 10 men were constables and 3 men had reached the Staff Sergeant and Sergeant rank. Performance evaluation and recommended by a senior officer were perceived as the most salient methods used in promotion by both genders. The majority of the males had lengths of service between 11 to 20 years versus 11 to 15 years for the females. The majority of the men and women were between 19 to 39 years of age and were married. Over two-thirds of the men had children, but only one-third of the women had children at the time of separation. Both groups were well educated with the majority having a college diploma or university degree. Half of the group furthered their education after leaving policing. Both groups had less exposure to a variety of work assignments. Of note was the fact that although both groups had general duty experience, significantly more males had traffic experience while more females had crime prevention experience.

Attitudes about the work environment such as enjoyment, policing living up to individual expectations, effects of policing on one's private life and morale were quite mixed. Generally, the female respondents rated higher satisfaction on these variables than their male counterparts. Areas identified affecting expectations about police work were lack of support by management, over-regulated by the department and treated like children, rotated too frequently and not allowed to stay in a position of enjoyment and no incentives for promotion as length of service dictated eligibility for promotion at the constable, corporal and sergeant levels.

A statistically significant percentage of males perceived they had encountered more stress-related work experiences than their female counterparts. The main categories identified by both groups were: community related incidents, promotions and transfers, conflicts with management, internal investigations, and sexual harassment. The main reasons for separation by gender were: Males - other employment, dissatisfaction with job and family-career conflicts; Females - other employment and family-career conflicts.

Personal interest was identified as the most influential factor in recruitment, followed by media advertising for males and influenced by a friend, family member or recruitment officer for females. The oral interview, written examination and education level were perceived by both genders as the most common criteria used in their selection process. The physical fitness test was not perceived as having a high priority by half of the group. All the respondents had taken basic training at a Police Academy and had some type of field training either in a formal program or by being assigned to an experienced officer.

The main issue raised regarding pregnancy was their concern that positions were not being filled during light duty assignments and/or maternity leave resulting in hostility towards the females, when really it is an operational problem. Sexual harassment was considered by some women as the price one paid for being female.

Twenty-one percent of the respondents (2 men and 2 women) had taken a leave of absence of greater than three months. Their main reasons included maternity leave and depression for the women and medical and stress for the men. None had experienced any formal program to assist them to reintegrate back into the work place once their leave was over.

The content analysis of male responses on future trends and female issues in policing revealed the following systemic barriers to women as identified earlier: (a) traditional work; (b) credibility; and (c) assumptions. Female respondents concerns focused on how policing had changed over-time; the importance of having physical standards and a policy on discrimination; having a greater flexibility in work hours; and the availability of job-sharing.

RECOMMENDATIONS

In the future, with changing attitudes and beliefs about women and ever increasing numbers of women in policing, it may be possible to ignore gender in employment practices and assume that all persons will be treated solely on individual merits. However, in the male-dominated profession of policing that time has not yet arrived. In order to impact on the status of women in policing, departmental leaders must make a commitment to increase the number of women officers and actively integrate them into all aspects of police work. Administrators must initiate or continue to closely monitor the implementation of equal employment opportunity policies and not engage in quota-filling or simply trying to play 'catch-

up'. They must also develop and implement programs designed to recruit, select, train, and retain women officers.

1. Recruitment, Selection and Employment Equity.

- Evaluate the understanding of high school and university career counsellors about the changing role of policing, the community policing delivery of service and the required attributes police agencies are looking for in their candidates.
- Include female officers as recruiters.
- Departments should have employment equity programs and actively engage in recruitment. The best way to increase the representation of women is by intensifying recruitment efforts to broaden the pool of **qualified** female applicants.
- Departments should assess their members understanding about what employment equity in the workplace actually means. This would assist in dispelling false beliefs and myths about employment equity and hiring practices.
- Information about equity programs should be widely publicized within the department and related discussion groups undertaken.
- Recruiters should encourage women to consider a police career by presenting a realistic picture of patrol assignments; opportunities for varied work assignments; career planning; personnel benefit packages; and family/career conflicts. This would assist in the better screening and retention of female officers.
- Selection and hiring criteria should be reviewed and any criterion that is not job-related should be eliminated.
- Selection and hiring interviews should include a team of interviewers comprised of both genders.

2. Recruit and/or In-service Training

- Recruit training should include a variety of physical fitness exercises (not only those exercises to develop upper body strength), self-defense tactics and problem solving skills to ensure that officers are able to function effectively and safely on the street.
- Standardize physical performance tests.

- Conduct studies to challenge the rationale for focusing on the physical capability of women officers as the key attribute for police officers to display.
- Incorporate pre-requisites into the recruit selection process, i.e., CPR, computer skills, swimming, first-aid and Introductory Psychology and Sociology courses.
- Academy curriculum should include informal discussion sessions with experienced male and female officers. These should discuss openly some of the difficulties women are likely to face as tokens in many assignments and make suggestions for gaining acceptance as an officer.
- Encourage the development of female support networks to assist trainees in coping with problems incurred by women officers in this male dominated profession.
- Departments should provide recruits with visible and accessible female role models both at the academy and in field training.
- Departments should examine data on the nature, extent and rationale of male and female officers by race who file an application; were offered employment; entered into the training process; and completed training. This data would provide additional valuable insights to the recruitment and selection process.
- Interview members who resign to find out why they have chosen to do so and then analyze this information to measure the effectiveness of the recruiting process by the long-term, on-the-job performance of the member.
- Training should not reinforce gender based inequalities. It will be important to evaluate the training and re-train the trainers.
- Ensure that in-service training events are well publicized and free of sex discrimination.
- Training should discuss the promotion prospects of female officers and raise awareness of problems facing women amongst those responsible for promotion within the department.

3. Promotion requirements

- Review promotion requirements since length of service will have a greater effect on the promotion prospects of women rather than on men. Seniority should no longer be a

consideration or reduced in weight, but an individual's position on the promotion list should be determined by a written examination and assessment centre scores.

- Women should be encouraged to seek promotion by creating and maintaining an open and fair process.
- Women should be encouraged to compete for 'operational' positions.
- There should be no restrictions to the number of times an applicant can enter the promotional process.
- Performance evaluations should be separated from the promotional process.

4. Networking

The formal or informal networks for sharing of information, providing mutual support and encouragement or through mentoring are important ingredients of organizational success. Therefore:

- Departments should encourage formal mentor relationships, informal networks and facilitate participation in professional organizations.
- Women officers should participate more actively as union, association and District representatives.

5. Deployment decisions

- Sergeant and Inspector development courses should draw attention to possible gender biases in deployment decisions.
- Exposing employees to other types of experience and providing on-the-job development can help officers gain necessary experience.
- Departments should conduct periodic audits of assignments to ensure that women are not diverted into clerical or 'stereotypical' female assignments.

6. Performance evaluations

- Evaluations should be based on specific, written, job-related criteria rather than on quantity of work or promotional potential.

- Departments should periodically review supervisor evaluations to determine: if there are sex differences in overall scores; identify if patterns exist that may be specific problem areas for males and females; and the persistence of sex role stereotyping.

7. Sexual Harassment

- It is essential to formulate a policy statement on sexual harassment and establish a procedure for treating it as a clearly defined disciplinary offence.
- All supervisors should receive in-service training regarding the policy and the importance of enforcing it.
- Provide alternative, informal ways of resolving sexual harassment.
- Provide support for victims.

8. Reducing Family / Career Conflicts and Turnover

- Departments should establish a maternity leave policy and concomitantly, a work assignment procedure for dealing with a pregnant officer.
- Details of maternity leave and work assignment provision should be widely publicized.
- Attempts should be made to fill critical operational positions when vacancies occur from injuries, disabilities, and all other leaves.
- Departments should establish a paternity leave policy.
- Paternity leave arrangements would help women combine domestic responsibilities with a career and improve men's participation in domestic work.
- Supportive help be given to officers with children by establishing voluntary support group for working parents.
- Departments and unions should jointly take the initiative to address family/workplace conflicts when possible. A primary concern should be the availability of child care for police personnel of both sexes.
- Departments should develop policies regarding leave without pay for extended periods of time, for the following purposes:

education, care and nurturing of pre-school children and personal needs.

- Provide child care facilities and establish counselling procedures for officers experiencing difficulties combining a career and a family.
- Attention should be drawn to officers who have successfully combined career and family, especially those on operational duties, to encourage others to follow suit.
- Examine shift rotation policy in order to address its compatibility with the family needs of officers.
- Pilot part-time, job-sharing or flexible working arrangements as ways to reduce turnover, burnout, and abuses of leave. Care must be taken in the implementation of these working arrangements to ensure that they are not confined to low-skill and low-status work but ones that are valued and stimulating. Jobs should not be used which have been subject to civilianization.

9. Civilianization

- Departments should proceed cautiously when civilianizing police positions. These positions may be needed for light duty assignments for both male and female officers.
- Departments should re-evaluate the training provided for civilian personnel especially in dispatch and front-desk areas, in order to promote efficient and effective deployment decisions and accurate dissemination of information to the public. This would assist in reducing the interventions required by watch commanders.

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CHAPTER ONE

The **purpose** of this study is to provide a current perspective on the status of women in policing in Canada by addressing various psychological, sociological, cultural and policy-related concerns. It was designed to achieve **several objectives**:

- (1) to explore similarities and differences in the recruitment, training, selection, assignment, promotion and turnover of male and female officers within and across selected Canadian police departments;
- (2) to examine the existence and nature of other personnel policies and practices related to sexual harassment, employment equity, pregnancy and maternity leave, the occurrence of and return from leaves of absence and the re-integration strategies in place to assist police officers upon their return from leave; and,
- (3) to suggest ways to achieve fuller integration of women into policing.

LITERATURE REVIEW

In the 62 years following the entry of the first Canadian woman into police work in 1910, 'policewomen' were selected according to separate criteria from men, and limited to working with women, children and typewriters (Linden & Minch, 1984; Martin, 1990). In both Europe and North America, women remained in these roles until the 1970s when Human Rights legislation and pressure from government led to a dramatic expansion in the recruiting of female officers based on the elimination of discriminatory, personnel hiring practices (1975, Great Britain Sex Discrimination Act; 1972, U.S. Amendments to the Civil Rights Act of 1964; 1977, Canadian Human Rights Act). The intent of the law is clear, however, custom is less accommodating. Most experts assumed that some progress had been made, but just how far these changes had gone by the mid 1980s were unclear. Studies contributed to information about the evolution of women in policing, the initial assignment of women to patrol, and persisting sex differences in various aspects of policing (Fry, 1983; Horne, 1979; Linden, 1984; Linden & Minch, 1984; Milton, 1978; Remington, 1983; Sulton & Townsey, 1981). Studies conducted by Fry (1983) and Linden (1984) found women police officers to have higher turnover rates, while other studies found the male and female turnover rates in municipal departments were similar (Sulton & Townsey, 1981).

Research indicates that while progress has been made there still remains barriers to the full employment and active integration of women in policing. U.S. statistics indicate an increase in women in the labour force from 37 percent in 1979 to 45 percent in 1992; but they hold less than 5 percent of all senior-management jobs across the nation. Women's representation in American municipal police departments serving populations over 50,000 has grown from 3.4 percent in 1978 to nearly 9 percent at the end of 1986. Women still constitute less than 4 percent in state police departments (Martin, 1990). In Great Britain, 1990 figures revealed that women formed 47 percent of the labour force, comprising over ten million women. However, within the police, women represented about 10 percent of the workforce and were significantly underrepresented in the senior ranks (Anderson & Brown, 1993). Canadian statistics indicate that in 1989, women comprised 40.8 percent of the labour force (Canada Year Book, 1992). As shown in **TABLE 1**, Canadian figures reveal that the number of female police officers has continued to increase from 1965 to 1992, especially since 1988. The 4,286 female officers now represent 7.5 percent of the total police officers, up from 4 percent in 1985 and 2 percent in 1980. This increase has not been uniform however, across all parts of the country as evidenced in Chapter Two of this report.

TABLE 1**TRENDS in POLICE PERSONNEL, CANADA, 1965 - 1992**

<u>Year</u>	<u>Male</u>	<u>Female</u>	<u>Percent Female</u>
1965	29,965	181	0.6%
1970	37,759	190	0.5%
1975	47,188	525	1.1%
1980	48,794	1047	2.1%
1985	48,538	1813	3.6%
1988	50,604	2708	5.1%
1989	51,809	3144	5.8%
1990	52,461	3573	6.4%
1991	52,810	3964	6.9%
1992	52,705	4286	7.5%

Source: Canadian Centre for Justice Statistics, Statistics Canada, 1993

It is clear that representation of females in Canadian policing is increasing, however compared to male police officers, females are concentrated at the lower ranks. As rank increases the relative proportion of women officers decreases. While 97 percent

of females held the rank of constable, the corresponding figure for males was 69 percent. A small minority of women are mid-level supervisors but they are virtually excluded from command level positions. Canadian Justice Statistics, 1991 statistics revealed that just under five percent of Canadian male police officers had achieved 'Officer' status, compared to less than one-half of one percent of females. Some of these differences may be a result of the majority of female officers being relatively new to policing and therefore do not have many years of service. However, "female officers have also been found to leave the police profession after a shorter period of time than their male counterparts" (CCJS, Juristat, 1991, November, page 5).

Studies in Britain suggest that training plays a key aspect in career development; and promotion is intrinsically linked to the training opportunities afforded the individual such as, even when initial recruitment is the same, informal discrimination often asserted itself. Management preferred to train males because they were expected to pursue uninterrupted careers and were interested in getting on, whilst, females were considered less an investment (Anderson & Brown, 1993). Adler (1990) offers another explanation affecting female promotions, in that most U.S. ratings on police performance evaluations were very subjective resulting in anyone who did not fit the raters' perception of the 'ideal' officer would have been subtly downgraded. It was argued this subjectivity can perpetuate gender segregation of female officers to the lower ranks, and work assignments, hence reinforce discriminatory attitudes which is a contributory factor in the incidence of sexual harassment.

There is a large body of evidence indicating that sexual harassment at work is extremely common. A British study revealed one in ten female police officers at one department had considered leaving policing because of sexual harassment. When low levels of reporting incidents are very common it is critical to consider the effect of the department's culture. When top management tolerates sexual harassment, that standard reverberates throughout the organization. The absence of an effective complaints procedure or a satisfactory managerial response will inhibit women from reporting harassment (Anderson & Brown 1993). Women on the whole have been found to cope with sexual harassment by either ignoring it, laughing it off or avoiding situations which might lead to incidents.

There is substantial evidence from both the U.S. and Great Britain that women police officers are differently deployed from their male colleagues (Anderson & Brown, 1993; Brown & Carlson, 1993; Brown & Campbell, 1991; Coffey, Brown & Savage, 1992; Lord, 1986; Martin, 1990). Women are in fact, over-represented in general duty and still underrepresented in criminal investigations, vice and canine units. As a consequence, women officers are

limited in the amount and type of experience they are able to gain which could affect promotion prospects. It is interesting that many women officers who participated in a British study had considered but were deterred from applying for specialized units because of perceived lack of service or experience (Coffey, Brown & Savage, 1992).

As more women are assigned to patrol just how accepting are male officers to these women on patrol? Fletcher's 1990 survey found that the majority of British male officers thought that general disorder duties were better performed by men and they were better able to deal with violent incidents for example, pub fights; while they thought women officers were better dealing with indecency and child abuse. Lord (1986) reported an alarmingly negative attitude toward women officers amongst the male officers; "the very notion of a women officer violates the self image of policemen and the organizational and social myth that law enforcement is a man's job....The source of these feelings of distrust and hostility are in socially conceived stereotypes of women" (p.85). Remington (1983) argues that females are dominated by males in calls for service and the excuse used more often had to do with physical strength differentials. Balkin (1988) reviewed women's capabilities and found no statistically significant differences between women and men in terms of their capabilities in physical conflict. In fact he found that women were more capable in diffusing family fights, are seen more favourable by the public, and receive fewer complaints about unbecoming behaviour. The Association of Chief Police officers of England and Wales (ACPO, 1990) declared in their strategic planning document that policing is about community reassurance as well as law enforcement and that is done with "compassion, courteousness and patience, attributes particularly associated with policewomen...." (Coffey, Brown & Savage, 1992, page 14).

Martin (1990) concluded that a lot of policemen's opposition to policewomen derives from the threat that they pose to the male officer's 'macho' occupational image and work group solidarity. Balkin (1988) argues that males who are socialized with values of male superiority over women experience anxiety when faced with the reality of female competence. Masculinity has traditionally been associated with dominance over females; the reality or even the possibility of female equality can generate anxiety in some men about their masculinity. One manner in which to defuse this anxiety is to engage in sexual stereotyping. Lord (1986) argues that the presence of policewomen on a force violates a cultural stereotype of women as non-aggressive, not tough, nor are they capable of protecting men, lest they seem unfeminine. Women who compete like men are considered unfeminine; while women who emphasize family are considered uncommitted. Sex differentiation and discrimination may cause women to have to choose between two polar patterns of behaviour characteristics, de-feminism or

de-professionalism. For women in policing they have to decide when and how to "Act like a COP" and still "Act like a WOMAN" (Anderson & Brown, 1993; Brown & Carlson, 1993; Hochschild, 1973; Horne, 1979; Hunt, 1990; Milton, 1978; Warner & Steel, 1989; Zimmer, 1986). It might be reasoned then, that the stereotypical female or male might not be the best candidates for police work but rather androgyny becomes the issue. Some researchers argue that the increase of women in policing will force men to change their idea of manhood, and become increasingly more androgynous; while others maintain that people resist anxiety so strongly that change is more likely to come from changes in cultural values, with new generations of policemen entering the scene without the psychological baggage that many have now (Balkin, 1988; Brown & Carlson, 1993; Lord, 1986).

Researchers have also identified the opposition of policemen's wives to policewomen. The wives' objectives are twofold: sexual interests may develop, and their husbands may be less safe with women partners (Balkin, 1988).

Although female police officers have been talked about, researched and written about more frequently in the last eight years than at any other time in their history there is still a lack of comprehensive data about the current turnover rates in law enforcement to determine the reasons why they leave policing and what departmental policies and practices may be contributing to this predicament (Brown, 1989; Anderson & Brown, 1993; Linden, 1984; Linden & Minch, 1984; Martin, 1990; Seagram & Stark-Adamec, 1992).

Career interruptions and turnover are expensive. As a result, the money police agencies invest in recruitment, training and development is less likely to produce top executives among women than among men; and the invaluable work experience that developing managers acquire at every level as they move up through management is more often lost. The thinking of the 1960s and '70s was that women could do whatever men could do, that equal rights meant the opportunity to do the same things **in the same way** as men. Therefore, all that was needed was to simply raise girls differently and they could compete with men on their level. Ward & Ward (1993) argue that the male-dominated culture had historically under-valued women's distinct voice, which constituted an ethic of caring, nurturing, and moral pragmatism as opposed to the abstract, judgmental, and absolute value typically held by males. Workforce data in the late 1980s and early 1990s began to show that women were not making progress in achieving executive-level success in America's corporate companies. The phrase "glass ceiling" was coined. You could see the top of the organization through the glass, but you could not get through the glass. Women are different from men, which goes beyond the cultural conditioning during the formative years. What increases their cost to the

police department is principally the clash of their perceptions, attitudes, and behaviour with those of men, which is to say, with the policies and practices of this male dominated profession.

Main (1988) studied women's working patterns in Britain and found that the female pattern differs distinctly from that of men. Whereas, men typically demonstrate a continuous employment pattern, women's working lives are punctuated by periods of non-labour activity (Anderson & Brown 1993; Main 1988; Ward & Ward, 1993). The main burden of domestic responsibilities still falls for the most part on women and consequently has a considerable effect on their role in the labour market, career progression and promotional opportunities. It is argued that this unequal division of labour limits the effectiveness of policies to promote equality of opportunity (Rimmer 1988). Seagram & Stark-Adamec (1992) concluded that police administrators must acknowledge and respect the role of family among both female and male officers. The more police forces adapt to family needs, the more committed will be both the officer and his or her family to the institution. Martin and Roberts (1984) found that 90 percent of women with children were likely to return to work at some point following the raising of a family. For the majority of women however, returning to work after raising a family was characterized by part-time and /or job-sharing involvement.

Various studies have shown that the rate of turnover in management positions is two and one-half times higher among top-performing women than it is among men; and that one half of the women who take maternity leave return to their jobs after an extended leave or not at all (Schwartz, 1989). In Britain, one study of women police officers suggests that only a small minority actually return to policing. Out of 250 women who had left, 69 percent said they would rejoin if conditions of employment changed. Key barriers were the lack of prohibitive cost of child care, the lack of part-time, job-sharing or flexible working arrangements, and retraining programs specifically designed to assist officers back into the day to day operations were not in place (Anderson & Brown, 1993). Martin (1990) found in the national U.S. study initiated by the Police Foundation, that the non-retirement turnover rate for women was 5.3 percent and 3.2 percent for men. The reasons given for female termination were unrealistic views of police work, sexual harassment, family-work stress and lack of or no existence of policies on pregnancy or maternity leave. The RCMP average attrition rate since 1974 to 1993 for members with the same cohort, length of service is 5.3 percent for women and 2.8 percent for men (1993, RCMP, Support Services, H.Q., Ottawa). The implications of this premature wastage are considerable.

Consider a typical scenario, a female officer enters policing at age 24. For nine years, the department invests in her career as she gains experience and skills and steadily improves her

performance. But at 33, just as the investment begins to pay off in earnest, she decides to have a baby. Can the department afford to let her go, take another job? The common perception is yes, the department can afford to lose her unless after 26 weeks of maternity leave, she returns to work on a full-time schedule with the same vigour, commitment, and ambition that she showed before. But what if she doesn't? What if she wants or needs to go on leave for six months or a year or five years; but is willing to work part-time, if only her employer will give her the opportunity. Policies and practices that force women to choose between career and family will continue to create barriers to block the successful integration of women into policing and cut hugely into effective budgetary management as many women will become disillusioned with policing or terminate. Organizations which do not facilitate the return of their employees after childbearing are failing to exploit: a pool of trained workers who could be available to them for a period of 20 to 30 years until retirement, a higher retention of good officers and a greater productivity that results in greatly improved performance and satisfaction in personnel (Anderson & Brown, 1993; Fry, 1983; Schwartz, 1989).

Klinger and Nalbandian (1985) suggested the notion that public sector jobs are a scarce social, economic, and political resource. How these jobs are designed and allocated inevitably entails difficult value tradeoffs. They identified four general categories of values involved in these tradeoffs: responsiveness (program priority identification), efficiency, individuals rights, and social equity. These four core functions of the public personnel system are greatly affected by contemporary social forces. Therefore, as societal changes produce shifts in relative emphasis (e.g. emphasis on social equity) these functions are filtered through political, economic, social and technical conditions to create important outcomes (e.g. legislative policies). Therefore, in order to address fiscal constraints what we need to learn is how to reduce the expense; how to stop throwing away the investments we make in talented women; and, how to become more responsive to the needs of the women that police departments must employ if they are to affirm the diversity of the work place. If we don't what could develop, as a result of financial recessions, are shifts in emphasis concerning social equity values that will have consequences for programs which target particular groups such as women and racial minorities.

Therefore, to what extent are women police officers accepted by their male cohorts? What are the police perceptions about the type and level of public expectations of women and men in police work? To what factors can changes be attributed? What barriers to equal opportunities for the full employment and active integration of women in policing remain? What changes, in department policies and practices would reduce these barriers? Is the status of Canadian women in policing similar to what has been reflected in

the literature review, and /or are there distinct differences? These are the underlying questions on which this study is based.

SCOPE OF THE STUDY: DESIGN AND DATA COLLECTION

The **research designs** included four primary components:

1. a national mail-out survey of all police agencies servicing populations over 50,000;
2. an analysis of the Police Administration Statistics data collected by Statistics Canada, from 1986 to 1991 inclusive, on police agencies servicing over 50,000 population;
3. detailed on-site case studies comprised of survey and individual interviews at six police agencies serving populations over 50,000 (Moncton, New Brunswick; Halton and London, Ontario; Delta, Burnaby and Surrey, British Columbia); and,
4. an assessment of turnover rates at the six on-site locations as well as surveying former police officers who have left their police service within the last five years.

The three survey instruments (mail-out, on-site, and former police) were scrutinized and piloted by academics, police officers (RCMP and a Municipal police agency representing various ranks, length of service and gender) N=35, prior to implementation.

NATIONAL MAIL-OUT SURVEY

The mail-out survey was mailed to the 54 Police Chief's and the 12 O.I.C.'s of the RCMP Detachments serving those Canadian communities with populations of 50,000 and above. The questionnaire requested information on:

- (1) the Agency representation of male and female officers by racial group, rank, and assignment;
- (2) legislation and departmental policies and procedures related to employment equity, recruitment, screening and selection criteria, training and promotion;
- (3) turnover rates;
- (4) the existence and nature of personnel policies related to sexual harassment, work assignments during pregnancy and

maternity leave, and the occurrence of and return from maternity leave;

- (5) the existence and nature of other personnel policies related to leave and the re-integration strategies for police officers upon their return from leave; and,
- (6) future trends and female issues in policing.

ON-SITE CASE STUDIES

The mail out survey addressed factors associated with change in policing. Six police agencies in Moncton, New Brunswick; Halton and London, Ontario; Delta, Burnaby and Surrey, British Columbia. were selected to further illuminate these changes, and view the change process from the perspectives of the officers, supervisors, and upper management. It is not the intent of this report to compare one agency with another but to treat the agencies as a collective unit.

The on-site case studies examined in detail, policies and practices at the six agencies and contained three components:

- (1) the administering of questionnaires to all police officers within the designated agencies seeking similar information to the national mail-out survey and demographic characteristics, work assignment, and attitudes about their work environment;
- (2) Conducting taped in-depth interviews with a sample of male and female officers, supervisors and senior managers at each site in order to explore their perspectives about the fuller integration of women into policing; and,
- (3) Completion of a survey by the person in charge of personnel at each site identifying the number of male and female officers having left their department within the last five years, their length of service, rank and reason for separation; and, mailing questionnaires to all former police officers from each of the sites who had terminated employment within the last five years, seeking similar information as the current police officers and their rationale for leaving policing.

ORGANIZATION OF THE REPORT

The survey instruments captured the key issues described in the literature review and as the findings unfold in the subsequent chapters distinct commonalities unfold and differences surface that are unique to Canadian policing. Chapter Two presents the findings of the mail-out survey of the 54 responding police agencies serving populations over 50,000. The results depict the gender similarities and differences by city size and when relevant by region. Chapter Three presents data from the six on-site case studies discussing the findings from the on-site questionnaires, the taped interviews and information about the former police officers. Generally, the agencies are reported as a collective unit and the results are assessed for gender similarities and differences. When appropriate individual department policies that have influenced change were highlighted. Recommendations based on all the findings are identified in the final chapter.

A **POST-SCRIPT** includes the comments from Police Managers from the six, case study sites.

CHAPTER TWO

NATIONAL MAIL-OUT SURVEY

The mail-out survey was mailed to the 54 Police Chief's and the 12 O.I.C.'s of the RCMP Detachments serving Canadian communities with populations of 50,000 and above. Thirty-one cities and districts were identified as over 100,000 population and 35 were between 50,000 and 100,000 population (CCJS, 1991).

RESPONSE RATE

The response rate for the 66 sites was very high at 82 percent. **TABLE 2**, shows that the departments serving populations over 100,000 responded at a higher rate than those serving districts between 50,000 to 100,000 population.

TABLE 2

DISTRIBUTION OF SURVEYS AND RESPONSES OF AGENCIES BY SIZE

SIZE	NUMBER SENT	RESPONDED	RESPONSE RATE
100,000 & ABOVE	31	29	94%
50,000 - 99,999	35	25	71%
TOTAL	66	54	82%

For descriptive purposes each RCMP detachment was analyzed independently and is referred to as an agency; even though one is cognizant that the RCMP detachments are directed by Force policy. This consideration was taken into account and where applicable the responses were tabulated and reported as a collective unit.

The total sample for the Mail-Out survey was 54. 'N' always depicts the complete number of responses in the sample population, while 'n' depicts the **subset** of responses within the population.

The respondents to the 'mail-out' survey (N=54) have been categorized by city size and region, and represent the following agencies:

- (A) 100,000 and above: Ontario n=14, Quebec n=4, B.C. n=4, Prairies n=5, and Maritimes n=2;
- (B) between 50,000 and 100,000: Ontario n=6, Quebec n=7, B.C. n=8, Prairies n=2, Maritimes n=2.

OVER 100,000 AND ABOVE POPULATION (N=29)

REGIONS

ONTARIO (n=14) :

Metropolitan Toronto
York Regional
Ottawa
Waterloo Regional
Sudbury Regional
Thunder Bay
Gloucester

Halton Regional
Hamilton-Wentworth Regional
London
Niagara Regional
Durham Regional
Windsor
Nepean

QUEBEC (n=4) :

Montreal
Longueuil

Laval
Quebec City

BRITISH COLUMBIA (n=4) :

Burnaby, RCMP
Richmond, RCMP

Surrey, RCMP
Vancouver

PRAIRIES (n=5) :

Calgary, Alberta
Winnipeg, Manitoba
Saskatoon, Saskatchewan

Edmonton, Alberta
Regina, Saskatchewan

MARITIMES (n=2) :

St. John's, R.N.C., Nfld.

Halifax, N.S.

50,000 - 100,000 POPULATION (N=25)REGIONSONTARIO (n=6):

Brantford
Kingston
Sarnia

Guelph
North Bay
Sault Ste. Marie

QUEBEC (n=7):

Beauport
Charlesbourg
LeMoyne-St. Hubert
Trois-Rivieres

Brossard
Chicoutimi
Sherbrooke

BRITISH COLUMBIA (n=8):

Delta
Coquitlam, RCMP
Langley, RCMP
Kamloops, RCMP

Matsqui
Saanich
Victoria
Kelowna, RCMP

PRAIRIES (n=2):

Red Deer, RCMP, Alberta

Lethbridge, Alberta

MARITIMES (n=2):

Moncton, N.B.

Saint John, N.B.

REPRESENTATION OF MEN AND WOMEN IN POLICING

The Canadian Centre for Justice Statistics, 1991 figures indicated women represented 6.9 percent of the sworn officers in police departments across Canada. This representation of women varies considerably across agencies, ranging from 3.7 percent to 16.5 percent (mean of 7.8 percent) in cities over 100,000 compared to a range of 1.2 percent to 16.3 percent (mean of 6.9 percent) in districts between 50,000 and 100,000. An analysis of the CCJS, Police Administration Statistics from 1986 to 1991 was conducted on the 54 departments participating in the 'mail-out' survey specifically, addressing the representation of women in policing. The trend reflects a definite increase in most agencies in the representation of females in policing, especially since 1988. The 'mail-out' survey results further substantiates this increasing trend of women police officers, reflecting a mean of 8.4 percent for the mail-out study sample.

The results from the mail-out survey indicated as of December 31, 1992, the study sample contained 26,030 police officers of which, 23,769 were males and 2,261 were females. As shown in **TABLE 3**, the study sample for cities over 100,000 (N=23,157) indicated that 88 percent (n=20,385) of the police officers were white males, 3.2 percent (n=738) were non-white males, 8.4 percent (n=1,930) were white females, and 0.5 percent (n=104) were non-white females.

In comparison to **TABLE 4**, the sample for cities between 50,000 and 100,000 (N=2,873) indicated that 90 percent (n=2,585) of the police officers were white males, 2.1 percent (n=61) were non-white males, 7.7 percent (n=221) were white females, and 0.2 percent (n=6) were non-white females. The range in the representation of women police officers varies considerably by city size, such as, in cities over 100,000 it is 5 percent to 19 percent (mean 8.9 percent) and 2 percent to 20 percent (mean 7.9 percent) in districts between 50,000 to 100,000.

TABLE 3

NUMBER and PERCENTAGE of MALE and FEMALE OFFICERS EMPLOYED in RESPONDING AGENCIES over 100,000 POPULATION in 1992 (N=29)

AGENCY	MALES CAUCASIAN	MALES NON-WHITE	FEMALES CAUCASIAN	FEMALES NON-WHITE	TOTAL
Montreal	4044 91%	26 0.6%	352 8%	3 0.1%	4424
Toronto	4750 85%	330 6%	496 9%	42 0.7%	5618
Ottawa	531 88%	32 5%	40 7%	1 0.2%	604
Waterloo	474 84%	21 4%	61 11%	5 0.9%	561
York	590 86%	25 4%	66 10%	1 0.2%	682
Winnipeg	967 89%	65 6%	56 5%	5 0.5%	1093
Calgary	1121* 93%	not available	91* 7%	not available	1212
Edmonton	1028 89%	52 4%	71 6%	7 0.6%	1159
Laval	389 88%	1 0.2%	50 11%	0	440
Halton	306 82%	6 2%	60 16%	2 0.5%	374
Hamilton	601 88%	22 3%	52 8%	5 0.7%	680
London	382 89%	2 2%	35 8%	1 0.2%	428
Niagara	539 92%	9 2%	34 6%	1 0.2%	583
Durham	492 83%	24 4%	71 12%	3 0.5%	590
Van- couver	977 85%	52 5%	115 10%	8 0.7%	1152

R. Nfld. Constab.	322* 94%	not available	22* 6%	not available	344
Halifax	261 93%	6 2%	14 5%	0	281
Long- ueuil	181* 91%	not available	17* 9%	not available	198
Quebec	325* 95%	not available	16* 5%	not available	341
Sudbury	210 92%	2 0.9%	16 7%	1 0.4%	229
Thunder Bay	181 92%	5 3%	10 5%	0	196
Windsor	350 91%	10 3%	20 5%	3 0.8%	383
Glou- cester	108 86%	4 3%	14 11%	0	126
Nepean	121 88%	3 2%	12 8%	1 0.7%	137
Regina	304 93%	7 2%	14 4%	1 0.3%	326
Saska- toon	305 89%	7 2%	31 9%	0	343
Burnaby RCMP	170 79%	6 3%	34 16%	6 3%	216
Surrey RCMP	239 81%	14 5%	37 13%	4 1.4%	294
Richmond RCMP	118 78%	7 5%	23 15%	4 3%	152
TOTAL mean %	n=20,385 88%	n= 738 3.2%	n= 1930 8.4%	n= 104 0.5%	N=23,157

* = includes total of males and/or females, non-white category was not available.

TABLE 4

NUMBER and PERCENTAGE of MALE and FEMALE OFFICERS EMPLOYED in RESPONDING AGENCIES with 50,000-99,999 POPULATION in 1992, (N=25)

AGENCY	MALES CAUCASIAN	MALES NON-WHITE	FEMALES CAUCASIAN	FEMALES NON-WHITE	TOTAL
Moncton	128 97%	1 1%	3 2%	0	132
Saint John, N.B	180 94%	3 2%	8 4%	0	191
Beauport	102* 86%	not available	17* 14%	not available	119
Brossard	72* 90%	not available	8* 10%	not available	80
Charles- bourg	79* 98%	not available	2* 2%	not available	81
Chicout- imi	68* 97%	not available	2* 3%	not available	70
LeMoyne- StHubert	62* 58%	not available	7* 7%	not available	106
Sher- brooke	152 96%	0	6 4%	0	158
Trois Rivieres	102* 99%	not available	1* 1%	not available	103
Brant- ford	103 89%	4 3%	8 7%	1 0.9%	116
Guelph	127 89%	3 2%	11 8%	1 0.7%	142
Kingston	94 85%	5 5%	12 11%	0	111
North Bay	78 89%	3 3%	7 8%	0	88
Sarnia	107 93%	2 2%	6 5%	0	115
Sault SteMarie	111 90%	1 0.8%	11 9%	0	123

Leth- bridge	103 94%	1 0.9%	5 5%	0	109
Red Deer RCMP	68 86%	1 1%	10 13%	0	79
Delta	113 87%	7 5%	9 7%	1 0.8%	130
Matsqui	80 86%	6 6%	6 6%	1 1%	93
Saanich	111 86%	5 4%	13 10%	0	129
Victoria	146 87%	7 4%	13 8%	2 1%	168
Coquit- lam RCMP	116 80%	5 3%	24 17%	0	145
Langley RCMP	59 79%	1 1%	15 20%	0	75
Kamloops RCMP	96 90%	5 5%	6 6%	0	107
Kelowna RCMP	128 91%	1 0.7%	11 8%	0	140
TOTAL	n=2585 90%	n= 61 2.1%	n= 221 7.7%	n= 6 0.2%	N= 2873

* = includes total of males and/or females, non-white category was not available.

REPRESENTATION of WOMEN by TYPE of ASSIGNMENT

By 1976, 72 percent of the responding agencies servicing 100,000 and above populations had women officers assigned to patrol duties compared to 48 percent of those servicing between 50,000 - 100,000. By 1986, however, 96 percent of the former agencies had women assigned to patrol compared to 78 percent of the latter agencies. The remaining agencies reported they assigned women to patrol between 1987 to 1991.

The extent to which women officers' assignments are now similar to their male counterparts is indicative of the fact that a higher percentage of female (73.5 percent) than male (60 percent) officers are assigned to patrol operations. The findings suggest

that in all size units there is also a tendency to over-represent women in community relations and crime prevention assignments and under-represent them in vice, ident, emergency response teams, drug enforcement and canine units. **TABLE 5** reflects the mean percentage of male and female officers assigned to patrol, investigation and crime prevention by city size. There is a definite variation in assignments correlating with city size. In general, the RCMP detachments have higher proportions of women assigned to investigation (GIS) units than their municipal counterparts.

TABLE 5**MEAN PERCENTAGE OF MALE AND FEMALE OFFICERS BY ASSIGNMENT AND CITY-SIZE**

	PATROL		GIS/ CIB		CRIME PREV.	
CITY SIZE	MALES	FEMALES	MALES	FEMALES	MALES	FEMALES
100,000 & ABOVE	60%	75%	14%	9.1%	2.2%	3.7%
50,000 100,000	60%	72%	13.5%	4.6%	3.2%	7.0%
MEAN %	60%	73.5%	13.8%	6.9%	2.7%	5.4%

How can these patterns be explained? In most agencies, 'rookies' of both sexes begin their careers on patrol. Thus the over-representation of women to patrol may to some extent reflect their newness in policing. However, in time many officers seek to leave patrol for other assignments. There are both pushes out of patrol and pulls towards other assignments. The pushes may result from attitudes that many women are not suited to the dangers on the street while the pulls are due to a desire to balance the family-career conflicts that arise for many women. Support service positions may seem more attractive for most women than the extensive overtime and evening work demands of vice, surveillance, identification and investigative units (CIB/GIS). The case study findings in Chapter Three will discuss this further.

EMPLOYMENT EQUITY, RECRUITMENT and SELECTION CRITERIA

Obviously, the proportion of male and female officers is shaped by the rate at which they apply to and are accepted by police agencies and the rate at which they leave policing. Application and selection rates, in turn, are shaped by the eligibility criteria and the mechanisms used to recruit, screen and select candidates. The following section will address: (a) equal opportunity in the recruitment process; (b) the variety of methods agencies use to initially recruit potential candidates; and, (c) the criteria considerations employed to screen and select candidates.

EMPLOYMENT EQUITY

The nature of policing is changing to respond to the changing societal and community needs. For example, crime prevention and community oriented services are as much a part of policing as law enforcement. Overall, there has been a shift toward community policing as the delivery method of service and the ultimate goal is to foster a cooperative partnership (strategic alliance might be better) between the police and the community. Therefore, policing services are becoming more sensitive to the pluralistic, multiracial and multicultural character of our communities and as a consequence, have become more cognitive that recruitment and hiring practices must be representative of the communities they serve. In order to systematically approach a proportionate representation of the community, the following four prescribed groups: women, racial minorities, Aboriginal persons, and persons with disabilities have been targeted by police agencies across the country.

As previously revealed in **Tables 3 and 4**, the distribution of some of these target groups indicate the following:

- Total study sample (N=26,030);
- 89% (n=22,970) of the police officers were white males;
- 3.1% (n=799) were non-white males;
- 8.3% (n=2,151) were white females; and
- 0.4% (n=110) were non-white females.

Employment equity will ensure that police forces are representative of the communities they serve; it does not mean

however, 'quota filling' and 'playing catch up' in order to fill vacancies. Otherwise we run the risk of hiring less capable applicants and discriminating against quality white male applicants. What it may mean, if insufficient numbers of **quality applicants** exist, is developing different recruitment strategies, expending reasonable effort to actively recruit the targeted groups, enlarge the applicant pool, develop provincial and national constable hiring standards and more centralized testing of applications. The data suggests that in those agencies where there are more female applicants finding qualified candidates among them does not appear to be difficult. Agencies across the country are developing employment equity plans to identify and eliminate systemic barriers to the recruitment, selection, promotion and retention of prescribed group members. This is quite evident, for example, in the subsequent section 'Recruitment' as the majority of agencies have eliminated systemic barriers with the removal of age limits and minimum and maximum height requirements. Some agencies have changed the order of certain selection criteria, so that all medical and physical requirements are determined after a job offer is made. Recruitment brochures also include colour photographs representing target groups.

The RCMP have recently enhanced their recruiting selection system in order to: eliminate unmanageable waiting lists; revise deficiencies in recruiting standards; update and standardize interview procedures i.e., 'Applicant Interview Guide' (AIG); and, maintain their commitment to employment equity initiatives. The bloc-recruiting strategy is designed to process and select only the best applicants within the same target group. Applicants will be rank-ordered according to their recruit selection test (RRST) score. For example, a Division may be expected to engage 15 male applicants over a three-month period, and the ranked list may contain 150 applicants who passed the RRST. To meet its allotment, a Division will interview only the top 25 to 35 male applicants as determined by their RRST scores (RCMP, Pony Express, January, 1993; Auditor General, 1992).

In addition, the RCMP anticipate by November, 1993 to have completed changes to their promotional system. Significant doubts have been raised about the appropriateness of performance appraisals, seniority and file reviews for promotions. Areas identified as having greater validity and reliability were job simulations, structured interviews and job-knowledge tests.

In Ontario, the Police Services Act (Bill 107) requires every police service to submit an employment equity plan to the Ministry of the Solicitor General. Under the Act, the Police Services Board is responsible for developing the plan, the Ministry for reviewing and approving the plan, and the Chief of Police for its implementation. The Ministry plays a significant role in the process by:

- assisting police services to identify the representation of prescribed groups within their communities;
- providing guidelines on how to set employment equity goals;
- identifying and eliminating systemic barriers in employment programs; and,
- assisting police agencies to develop and implement measures to correct imbalances in the representation of the target groups.

RECRUITMENT

The data suggests there are definite variations by region and city size to the **recruitment methods used** by the agencies. This **variability** of scores was sufficient to result in a Chi-square statistic which revealed statistically significant differences at the $p = 0.05$ level. In other words, the results were NOT due to chance, but due to the variability in the responses. The methods identified were the following: (a) a team of recruiters; (b) sole responsibility of an individual recruitment officer; (c) applications received as a result of media advertising; (d) unsolicited applications; and, (e) applicants had previously volunteered in police sponsored activities.

The Chi-square statistic is a test used to ascertain the strength of association between variables and assumes an equal distribution of frequencies or counts. It is assumed that there is no relationship, and a non-significant result confirms this assumption or when the frequencies are not equally distributed (there is a variability of scores) the Chi-square will always be statistically significant ($p = 0.05$).

Chi-square test indicated significant differences by region ($p = .05$) of 'YES' responses to various recruitment methods (TABLE 6). TABLE 7 represents the mean percentage of the 'Yes' responses to each category by city size.

In general, 89 percent of all the agencies use either a team of recruiters or an individual recruiter, 11 percent don't use recruiters; (44.4 percent use a team of recruiters and 44.4 percent use an individual recruiter).

There are some differences by **region** in the use of a team of recruiters, this range varies from 36 percent in Quebec to 57 percent in the Prairies. The greatest difference between the regions was in the use of an individual recruiter as reflected in the following percentages: Maritimes at 25 percent, Prairies at 29 percent, Ontario at 40 percent, Quebec at 46 percent and B.C. at 67 percent.

By **city size**, in those cities 100,000 or above (N=29), 89.7 percent of the agencies use either a team of recruiters or an

individual recruitment officer and 10.3 percent don't have recruiters. The majority (55 percent) use a team of recruiters compared to an individual recruitment officer (35 percent). The RCMP use both methods as they have a national recruitment team and an individual at each detachment is responsible for recruiting. Seventy-two percent (n=18) of the agencies with recruiters have both male and female recruiters and 28 percent have either male (n=5) or female (n=2) recruiters. Of the 23 agencies using male recruiters, 12 agencies have both white and non-white, male recruiters; 10 agencies have white, male recruiters only; and 1 agency has 1 non-white, male recruiter. Of the 17 agencies using female recruiters; 6 agencies have both white and non-white, female recruiters and 11 agencies have white, female recruiters only.

In cities between 50,000 to 100,000 (N=25), 88 percent of the agencies use either a team of recruiters or an individual recruitment officer and 12 percent don't have recruiters. The majority (56 percent) use an individual recruitment officer compared to a team of recruiters (32 percent). All the RCMP detachments use the national recruitment team and 40 percent of the detachments also assign individuals to be responsible for recruiting. Twenty-three percent (n=5) of the agencies with recruiters have both male and female recruiters and 77 percent have male recruiters. Of the 19 agencies using male recruiters all had white, male recruiters only. Of the 2 agencies using female recruiters, all had white, female recruiters only.

The other methods of recruitment revealed that 85 percent of the agencies received unsolicited applications, 56 percent of the applicants had volunteered in police sponsored activities and 44 percent of the agencies received applications as a result of media advertising. Other recruitment methods identified were: focus groups, outreach programs, career days, presentations at ethnic festivals and cultural centres, direct recruitment from Police Academy ie., Atlantic Police Academy. Some departments have had a moratorium on hiring therefore, have not been actively recruiting.

An additional question queried whether it is necessary to have females or minorities as recruiters, in order to represent the department in the recruitment process. In general, 52 percent of the sample thought it was necessary to have female recruiters and 43 percent agreed that minorities were necessary.

TABLE 6 represents the statistically significant differences by region. In cities 100,000 or above, 69 percent of the agencies thought it was necessary compared to 32 percent responding 'Yes' in cities between 50,000 and 100,000. Sixty-two percent of the former agencies stated 'Yes' to having minorities as recruiters compared to 20 percent of the latter agencies (see TABLE 7). There was also a direct correlation with those agencies stating 'No' to whether it was necessary to have females or visible minorities as

recruiters, in order to represent their department in the recruitment process and whether they assigned females or minorities as recruiters. For example, in cities 100,000 and above, seven out of the nine agencies stating 'No' had no female recruiters; and eight out of the eleven agencies had no minorities as recruiters.

TABLE 6

MEAN PERCENTAGE OF AGENCY AFFIRMATIVE RESPONSES TO RECRUITMENT METHODS BY REGION

METHOD	ONTARIO	QUEBEC	PRAIRIES	BC	MARITIMES
APPLICATIONS	95%	46%	100%	92%	100%
VOLUNTEERED	65%	9%	43%	92%	50%
RECRUITMENT NEEDS: -FEMALES	65%	36%	71%	33%	50%
-MINORITIES	60%	9%	71%	33%	25%

Chi-square was statistically significant at the $p = 0.05$ level.

TABLE 7

MEAN PERCENTAGE OF AGENCY AFFIRMATIVE RESPONSES TO RECRUITMENT METHODS BY CITY SIZE

METHOD	CITY SIZE	
	100,000 +	50,000 -100,000
RECRUIT TEAM/ INDIVIDUAL	90%	88%
MEDIA *	59%	28%
APPLICATIONS	90%	80%
VOLUNTEERED	66%	44%
RECRUITMENT NEEDS: -FEMALES*	69%	32%
-MINORITIES *	62%	20%

* = Chi-square test indicates those variables that were significantly different ($p = .05$)

SCREENING and SELECTION CRITERIA

The following criteria used in the screening and selection process of potential candidates: (a) written examinations; (b) oral interview; (c) special skills; (d) personality tests; (e) cognitive ability test; (f) education; and (g) physical fitness test. The agencies were asked to identify if any one of the above criteria had a greater value in the selection process than the others.

The types of selection mechanisms used by agencies, responding to the survey, are quite similar. What the tests and interviews entail and how they are administered, however, varies widely. For example, the oral interview may include a single interview by one individual to multiple interviews such as an interview with a team of interviewers; followed by interviews by middle management and/or a panel interview made up of constables and/or a final review by a selection committee or selection by upper management officers and/or the Chief Constable.

The majority of departments responded 'YES' that they require applicants to pass:

- a physical fitness test (94%);
- an oral interview (94%);
- a written exam (91%);
- a psychological screening test (61%);
- and,
- a cognitive test (60%).

Eighty-seven percent stated that the physical test must be passed **prior to basic training**.

In addition, education level (91 percent) and special skills (46 percent) were viewed as important. There were no differences in the minimum education requirements for male and female officers. The majority of the departments (67 percent) required a high school diploma, 24 percent required a college diploma (at least a 2 year program) and 7 percent required some college (up to a year). Several departments also commented that even though they had a minimum high school requirement, because of the number of applicants academic standing did become a factor. The special skills identified were: bilingual, public speaking capabilities and computer knowledge.

Considering all the above selection criteria, 39 percent of the sample stated that specific criteria was valued more than others.

These included:	
• oral interview	41 %
• education	27 %
• written exam	14 %
• cognitive test	9 %
• special skills	5 %
• personality test	5 %

There were statistically significant differences by region for utilization of personality and cognitive tests at the $p = 0.05$ level. These percentages were for:

- personality tests, at 25 percent in B.C., 57 percent in the Prairies, 64 percent in Quebec, 75 percent in the Maritimes, and 80 percent in Ontario; and,
- cognitive test, at 33 percent in B.C., 36 percent in Quebec, 50 percent in the Maritimes, 80 percent in Ontario and 86 percent in the Prairies.

The results, showing the selection criteria by city size are summarized in TABLE 8. * = Chi-square statistically significant differences ($p = .05$).

TABLE 8 PERCENTAGE OF THOSE AGENCIES USING SELECTION MECHANISMS BY CITY SIZE

CRITERIA	100,000 & ABOVE	50,000 - 100,000
Written exam	55%	45%
Oral interview	93%	96%
Special skills	41%	52%
Personality test *	76%	44%
Cognitive test *	86%	28%
Education	93%	88%
high school	76%	56%
some college	10%	4%
college diploma	10%	40%
Physical Fitness *	100%	88%
Fitness test prior	93%	80%
Greater value to one criteria	31%	48%

Physical requirements.

In the past, minimum height and weight standards, and in some departments educational standards that were higher for women than men, served to greatly limit the pool of female applications. This is no longer the case in most agencies, as eligibility criteria have been dramatically altered. Fewer than 4 percent of the responding agencies have height and weight standards as entry criteria; these requirements are the same for male and female candidates. Many departments stipulated they simply require candidate weight to be in proportion to height.

In addition, agencies responded affirmatively that age (56 percent), vision (94 percent), medical examination (96 percent) and physical fitness performance tests (98 percent) were used as selection criteria for female and male candidates. The data suggest for those with age requirements, that the minimum age ranged from 18 to 21 years and the maximum age ranged from 35 to 65 years. Visual acuity standards varied somewhat between agencies regarding an acceptable correction with a visual aid and acuity without aids. Some agencies indicated colour blindness was unacceptable. Others stipulated normal depth perception was essential and specifically gave acceptable colour vision parameters. Medical requirements seemed quite consistent across departments, but what varied was the fact that some departments had their own medical practitioner assess the candidate rather than the individual's own medical doctor.

Other prerequisites mentioned as part of the selection process included: valid driver's license Class 6, C.P.R. certificate, First Aid certificate, Canadian Adult Achievement Test Level C (aptitude test), swimming, typing and computer skills, no criminal record (or pending charges), polygraph test, Canadian citizen or landed immigrant status, utilization of a local university stress test, and participation in an assessment centre (day long programs where candidates are exposed to a number of group and individual exercises to assess specific behavioural dimensions deemed necessary for police work).

The disparity in the requirements of the **physical performance tests** to assess physical fitness was very significant across agencies regardless of region and city size. Given the emphasis police departments place on physical standards and fitness, it is surprising there isn't a greater provincial and national consistency regarding what these standards should be. The following list demonstrates the variability:

1. The Ontario Police College Physical Fitness Test (O.P.C.) requires a 1 1/2 mile run, a sit and reach flexibility test, a 100 yard sprint, a maximum number of sit-ups within one minute, a maximum number of pushups within one minute. Some

agencies modify these tests for females, while others do not.

- 2• All of the above, plus aerobic and anaerobic power capacity tests, percent of body fat, chin-ups, and agility run. Each component of the test receives a value adding up to 100 percent. Some agencies modify tests for females other do not.
- 3• Same as #1, plus hand grip strength (dynamometer test), aerobic capacity, chin-ups, weight drag, and vertical jump.

A pass score on these physical fitness tests also varies among agencies with a range from 55 percent to 75 percent.

- 4• Many agencies use the Peace Officers' Physical Abilities Test (P.O.P.A.T.) developed by the Justice Institute of B.C., as a requirement for all candidates. It includes a 1 1/4 mile mobility/agility run, a pull and push activity, a modified squat thrust and stand station and rail vault activity, and a weight carry (45.5 kg).
- 5• The RCMP use the Physical Abilities Requirements Evaluation (P.A.R.E.) as an important selection criteria for all candidates. The PARE simulates a scenario containing three components in the form of a six-lap obstacle course, a pushing and pulling task and the carrying of a 36 kilogram torso bag over a 15 meter distance within a set time interval. To graduate from the Training Academy, the torso bag weight is increased from 36 kg. to 45.5 kg..

Implications

Selecting the most qualified and capable people to serve as police officers is a crucial first step to effective policing. Effective recruit screening means choosing people at the onset who have the desirable attributes for police service and hence screening out those who do not. Substantial salary and other related costs may result from hiring and training unsuitable recruits who subsequently leave the agency during the probationary period. In addition, hiring people who are unsuitable as police officers leads to inferior police work, citizen complaints and incidents that could damage the credibility of the department. A rigorous, effective process for screening recruits can avoid both financial costs and tarnished image. Agencies vary in the degree that they collect information on their members, both during the recruiting process and throughout their tenure. An area of future study would be to analyze data to draw a link between the agency's recruiting and screening practices and the success (or lack of it) of members. For example, it would be important to interview members who resign to find out why they have chosen to do so and then to analyze this information to measure the effectiveness of

the recruiting process by the long-term, on-the-job performance of the member.

TRAINING

The majority of agencies (96 percent) indicated that basic training included training at a Police Academy; with 22 percent indicating it was an academy run by their own department, 48 percent indicating an academy other than their own and 30 percent stated they used both. As one might expect, a higher percentage (81 percent) of those departments in cities 100,000 and above used an external academy and their own basic training programs compared to those centres between 50,000 to 100,000 (19 percent). Successful completion of basic training is required **prior** to appointment as a first class constable in 94 percent of the agencies. Some agencies do not hire recruits, only trained police officers from other agencies.

It was also evident however, that many agencies do not use the same nomenclature for the categorization of new recruits. Some agencies use 4th class to define the probationary period, while others have a cadet program which may be six months in duration prior to becoming a 4th class constable, while others have no class system. The nature and length of these basic training programs also varies considerably across the country.

The time and money spent on basic recruit training is related primarily to the number of courses taught. For example, the RCMP estimate the average cost for basic recruit training is about \$40,000 per recruit; and, during 1990-1991, 778 recruits went through the program (Auditor General, 1992). Some agencies and Police Academies require experience and qualifications in certain areas as prerequisites to basic recruit training, such as first aid, swimming, CPR, typing and computer skills. In the Atlantic provinces the recruit, not the agency, pays for recruit training at the Atlantic Police Academy; and, in Quebec, the recruit must attend a college or university program at their own cost prior to going to basic recruit training. These cost effective options could avail considerable savings to individual departments. It may be possible to realize even greater savings by also requiring candidates to have taken prerequisite courses in areas such as introductory psychology, law and sociology, which are available at community colleges and universities.

The following summary describes some of the variations in police basic training by region:

•B.C.:

Hired by agency first. Completion of basic training at Justice Institute of British Columbia, Police Academy comprising of: (Year One) Block I- 14 weeks classroom, Block II - 8 weeks field training, Block III - 10 weeks classroom then work general duties, (Year Two) Block IV - 3 weeks classroom, (Year Three) Block V - 1 week and three years service establishes eligibility for promotion to the rank of First Class Constable.

•Ontario:

Hired by agency first. Completion of basic training at Ontario Police College, Aylmer, comprising of: Level I- 1 to 2 weeks field training orientation at individual agency, Level II - 60 days classroom, Level III - 3 months field training, Level IV - 14 days classroom, Level V - general duties, Level VI - optional specialized training at college and three years service establishes eligibility for promotion to the rank of First Class Constable.

•Quebec:

Hired by agency first. Prerequisite- high school and 3 years post secondary at a recognized University or College, Two streams: 1. Conventional candidates (comprises 25% of recruits) Phase I - 16 weeks in 'Police Technology Program' at university or college, Phase II - 13 weeks at Institute Police de Quebec (\$4000.00 cost incurred by recruit), Phase III - 7 weeks in-service training with MUC; 2. Regular candidates (comprises 75% of recruits) Phase I - (already have diploma in police training) require 7 weeks training with MUC.

•Maritimes:

Completion of 40 week basic training at the Atlantic Police Academy, in Charlottetown, P.E.I.. Candidates may be provincially sponsored or pay their own tuition (\$20,000.00) and then are hired by agencies directly from the academy. Phase I- 17 weeks in academy, Phase II- 15 weeks training with police agency that has a field training program, Phase III - 8 weeks follow-up at academy.

•Prairies:

Hired by agency first. Alberta and Manitoba do not have a training academy per se. Municipal departments **may** send their recruits to other departments for training, however many departments do not hire recruits only trained police officers from other agencies.

Edmonton and Calgary have their own basic training programs in which smaller agencies are eligible to block spaces for their recruits to attend. Edmonton Police Service basic training is comprised of: Block I- 16 weeks classroom, Block II - 16

weeks field training, and Block III- 6 weeks classroom. Calgary Police Service basic training is comprised of: Phase I - 20 weeks classroom and Phase II - 12 weeks field training.

Winnipeg Police Department have their own Academy in which smaller agencies are eligible to block spaces for their recruits to attend. The training is comprised of: Block I - 22 weeks classroom, Block II - 10 weeks field training, Block III - 10 weeks field training, Block IV - 8 weeks field training, Block V - 2 weeks classroom, final evaluation establishes eligibility for promotion to police officer.

In Saskatchewan: Completion of basic training at the Provincial Police Academy in Regina which is comprised of: Phase I - 16 weeks classroom, Phase II - 2 week orientation and 6 month field training establishes eligibility for promotion to police officer.

•RCMP:

Hired by RCMP first. Completion of the 26 week basic training course at the RCMP Training Academy in Regina, followed by 6 months field training, establishes the recruit's eligibility for promotion to peace officer.

ON-SITE TRAINING

Seventy-eight percent of the agencies indicated they had a formal field training program. In addition, which may or may not be part of the formal field training program, 70 percent assigned recruits to work with an experienced officer and 46 percent stated 'other' forms of training were used. The 'other' forms of training included: Sergeants from training units attend field units and provide instruction to police officers on training needs which have been identified such as: firearms, multicultural issues, personal safety, driver, report writing, use of force, and rotation through all operational units. Two agencies specifically mentioned that they had done no hiring in 1992, therefore, there was no on-site training. There were no significant differences to on-site training by **city size**, however, **TABLE 9** reflects statistically significant differences at $p = 0.05$ level by **region**.

TABLE 9**AGENCY UTILIZATION OF ON-SITE TRAINING BY REGION**

TRAINING	ONT.	QUE.	PRAIRIES	BC	MARITIMES
FORMAL PROGRAM	80%	27%	100%	100%	100%
WORKS WITH OFFICER	75%	27%	100%	75%	100%
OTHER FORMS	55%	18%	43%	50%	75%

There were significant differences in the utilization of FTO's by the various agencies as well as by gender. Of those 42 agencies with a formal on-site training program, 73 percent used male Field Training Officers (FTO's) and 46 percent used female FTO's. There was a total of 803 FTO's; with 89 percent being male and 11 percent were female. There were also significant differences regarding FTO's by region; this was due to the less number of formal field training programs in Quebec. **TABLE 10** indicates the mean percentages of male and female field training officers by city size.

TABLE 10**MEAN PERCENTAGE OF FIELD TRAINING OFFICERS BY CITY SIZE**

CITY SIZE	AGENCIES		PROPORTION	
	MALE FTO	FEMALE FTO	MALE FTO	FEMALE FTO
100,000 & ABOVE	69%	55%	90%	10%
50,000-100,000	76%	36%	89%	11%

Areas not addressed in this study but requiring further examination would be to capture data on the nature, extent and rationale of male and female officers by race who: (a) filed an application in 1993; (2) were offered employment by the agency; (c) entered into the training process; and (d) completed training. This data would provide additional valuable insights into the recruitment and selection process.

American research (Martin, 1990) indicated that factors other than size and region affect the rates at which qualified women apply and are accepted for police jobs. Selection criteria (pre-training physical agility test, the use of an oral panel, and the presence of a female on the panel) and the department's affirmative action policy both affect the size of the female applicant pool and the proportion of females accepted. For example, the findings revealed a higher proportion of female applicants in agencies who did not have a pre-training physical agility test and an oral interview. More females applied in those agencies that included a female on the interview panel.

Three independent variables were found to be significant predictors of the proportion of female recruits accepted for training. These were: (a) the percent of females already in the department; (b) the percentage of female applicants; and (c) the absence of a pre-training agility test. In addition, they found that the principal impact of affirmative action (employment equity) policies in the selection process was on candidate recruitment where women were simply selected roughly in proportion to their presence in that pool. Departments that seek qualified female applicants were able to find and select them.

Therefore, these findings suggest that since the future representation of women in policing is likely to be representative of their proportion in the recruit pool, without additional efforts or a change in the women's application rates women are not likely to make up more than 20 percent of all officers. Future study needs to assess if the similar results apply to Canadian recruitment efforts?

PROMOTION

Data received from the 54 agencies revealed that while women have made gains in their representation at the bottom of the police hierarchy, they continue to be virtually excluded from upper level management. The number of women 'officers' indicates that women make up only 0.34 percent (n=136) while men represent 23.4 percent (n=6,377) (e.g., of individuals at the rank of sergeant or above).

In cities over 100,000 women make up only 0.45 percent (n=131) of all police supervisors; while men represent 23.13 percent (n=5,795). In cities between 50,000 to 100,000 women represent 0.18 percent (n= 05) of all police supervisors and men represent 23.38 percent (n= 582).

TABLE 11 provides the number and mean percentage of male and female police supervisors by city size, rank and race (CODE: 1= white male; 2= non-white male; 3= white female; 4= non-white female).

TABLE 11

NUMBER AND MEAN PERCENTAGE OF POLICE SUPERVISORS BY CITY SIZE, RANK AND RACE

CITY SIZE	SGT. & S/SGT.				INSPECTOR			
	MALES		FEMALES		MALES		FEMALES	
	1 n=5205	2 n=76	3 n=121	4 n= 2	1 n=788	2 n= 8	3 n= 9	4 n=0
100,000 & above	4813 18.9%	74 0.2%	116 0.4%	2 0.01%	651 2.7%	8 0.02%	9 0.03%	0
50,000-100,000	392 16.5%	2 0.1%	5 0.2%	0	137 5%	0	0	0
MEAN %	17.7%	0.2%	0.3%	0.01%	3.9%	0.01%	0.02%	0

SUPERINTENDENT AND ABOVE

CITY SIZE	MALES		FEMALES	
	1 n=298	2 n= 2	3 n= 4	4 n= 0
100,000 +	247 1.3%	2 0.01%	4 0.01%	0
50,000 - 100,000	51 1.8%	0	0	0
MEAN %	1.6%	0.005%	0.005%	0

The under-representation of women supervisors is not surprising as police supervisors are selected from the entry level rank of constable and are generally eligible for promotion only after many years of service at each rank. There is also a tendency to assign female officers to be in charge of administrative /office assignments not operational postings. As cited earlier, research studies indicate that female officers have also been found to leave the police profession after a shorter period of time than their male counterparts therefore, the higher in the organizational structure one looks the less visible women become. The findings from the on-site case study survey and individual interviews, and

the former police officer survey reported in Chapter Three will discuss these issues further.

MECHANISMS USED IN PROMOTION

The percent of the agencies using criteria for selecting persons for promotion to corporal, sergeant, inspector and superintendent, are shown in TABLE 12. The vast majority of agencies promoted people to corporal (only 23 sites, of which 8 were RCMP responded to having a corporal rank) and sergeant on the basis of mainly a performance evaluation. Some agencies had other additional criteria, most frequently including: an oral interview, the recommendation of a senior officer, a written exam and a promotion committee. Agencies promoted people for inspector, superintendent and above, on the basis of: an oral interview, a performance evaluation and a written exam. Additional factors effecting all ranks included: a promotion potential assessment form, psychological evaluation and seniority.

The majority of the agencies (83 percent) allow their members to enter into the promotion process as often as they like while 17 percent responded they had a restriction on the number of times. These findings were not significant by city size but were by region with 7 sites in British Columbia, 1 site in the Prairies and 1 site in Quebec responding 'Yes' to having restrictions i.e., the RCMP allow an unsuccessful 'Officer' candidate only one opportunity to rewrite failed examinations consequently, the affirmative responses in B.C. and Alberta were due to those RCMP sites reporting.

Twenty-five percent of the agencies included additional comments about their promotion process. These included: (a) policies are currently under review; (b) time-consuming and very stressful process for candidates; (c) an over emphasis on performance evaluations and often these candidates are not the best over-all; (d) the system is an incentive to improve performance; and (e) the process allows candidates to gain experience.

TABLE 12

PERCENT OF AGENCIES USING EIGHT PROMOTION MECHANISMS

MECHANISM	CPL.	SGT.	INSP.	SUPT.
Written exam	65%	82%	80%	54%
Oral interview	61%	82%	92%	86%
Written essay	17%	22%	30%	21%
Assessment form	30%	35%	28%	18%
Committee	61%	67%	64%	57%
Psych. Evaluation	17%	15%	08%	14%
Perform. Appraisal	83%	85%	82%	57%
Recommended by Senior officer	61%	47%	44%	54%

The following reflects the analysis of the data for each rank by city size and region.

For the rank of Corporal there were no statistically significant differences by city size (n=23) for each of the eight promotion mechanisms. There were significant differences for five of the eight mechanisms by region. This variability in scores was a result of the higher usage of written exams, oral interviews and psychological evaluations in Quebec and the Maritimes; and the recommendation of a senior officer and promotion committee in British Columbia in comparison to other regions.

For the rank of Sergeant there were no statistically significant differences by city size (n=54). The significant differences by region were for six of the eight mechanisms. This resulted from the lower usage of exams and oral interviews in B.C., and performance evaluation and promotion committee in Quebec. The findings indicated that the RCMP will be implementing exams and interviews for NCO ranks. There were disparities in scores regarding the recommendation by a senior officer ranging from 83 percent in B.C., 50 percent in the Maritimes, 43 percent in the Prairies, 40 percent in Ontario and 18 percent in Quebec. In addition, 19 percent of the respondents mentioned seniority and length of time in the previous rank as being important.

For the rank of Inspector there were no significant differences by city size (n=54). The significant differences by region were for three of the eight mechanisms. This resulted from

a higher usage of a written essay in Ontario; and a lower usage of a promotion committee in Quebec. Again there was a lot of divergence in scores regarding the recommendation of a senior officer ranging from 75 percent in B.C., 57 percent in the Prairies, 37 percent in Ontario, 25 percent in the Maritimes and 13 percent in Quebec.

Only 28 agencies responded to the rank of Superintendent. In addition, several agencies commented that the selection process for this rank was determined by the Chief and the Deputy Chiefs. The RCMP indicated that to be eligible, a member must be an Inspector, be identified as promotable on their performance evaluation, attended or be scheduled for the Executive Development Course (EDC) and meet the official language requirement in a bilingual region. The findings revealed a significant difference in the use of performance evaluations in **cities** between 50,000 and 100,000 compared to cities 100,000 and above at 83 percent and 38 percent, respectively. As shown in **TABLE 13** there was considerable disparity at a statistically significant level by **region** in the usage of three of the eight selection mechanisms; the written exam, an essay and a committee.

TABLE 13

MECHANISMS USED IN PROMOTION PROCESS FOR SUPERINTENDENT AND ABOVE

MECHANISMS	ONT.	QUE.	PRAIRIES	B.C.	MARITIMES
Written exam	0%	100%	40%	70%	0%
Essay	40%	17%	20%	0%	100%
Committee	40%	0%	80%	90%	50%

Agencies were asked the following questions regarding when their last promotion process was initiated:

- (1) How many officers were eligible for promotion?
- (2) How many successfully completed the promotional process and were placed on the list or in the pool for promotion?
- (3) How many have or are likely to be promoted from this list or pool in the next year? Please give the breakdown by rank and gender.

The following analysis is based on the data received from 31 MUNICIPAL agencies. The balance of the municipal agencies (n=15) either reported no recent promotions, sent only partial or incomplete data or stated that the information was not captured by their agency. The RCMP is reported separately as promotions are handled at each Divisional and Main Ottawa Headquarters and is not the responsibility of the individual detachments.

Overall, in the Municipal police agencies, although only 4.5 percent of all persons eligible for promotion to the rank of sergeant were female, they made up 9.1 percent of those actually promoted. This was quite different for the rank of Inspector, where women made up 0.6 percent of those eligible but none were promoted or likely to be promoted.

Comparisons of male and female officers eligible for promotion to sergeant and inspector with those who completed the process and with those who were actually promoted or likely to be promoted in 1993, by city size are presented in TABLE 14. TABLE 14 shows that city size only slightly affected the promotion rate of women.

TABLE 14

PROMOTIONS IN MUNICIPAL DEPARTMENTS BY CITY SIZE

SERGEANT RANK

ELIGIBLE
(N=5989)COMPLETED
(N=1444)PROMOTED
(N=423)

CITY SIZE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
100,000 & ABOVE	n=5245 95 %	n= 264 4.8%	n=1210 94.5%	n= 70 5.5%	n= 349 90%	n= 38 9.8%
50,000 100,000	n= 460 96 %	n= 20 4.2%	n= 154 94%	n= 10 6.1%	n= 33 94%	n= 3 8.3%
TOTAL MEAN %	N=5705 95.5%	N= 284 4.5%	N=1364 94.3%	N= 80 5.8%	N= 382 91%	N= 41 9.1%

INSPECTOR

ELIGIBLE
(N= 357)COMPLETED
(N= 143)PROMOTED
(N=52)

CITY SIZE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
100,000 & ABOVE	n= 317 99 %	n= 4 1.2%	n= 115 99.1%	n= 1 0.9%	n= 43 100%	n= 0
50,000 100,000	n= 36 100%	n= 0 0%	n= 27 100%	n= 0 0%	n= 9 100%	n= 0
TOTAL MEAN %	N= 353 99.4%	N= 4 0.6%	N= 142 99.6%	N= 1 0.45%	N= 52 100%	N= 0

The RCMP data collected from Divisional Headquarters on promotions (British Columbia -"E" and Alberta -"K") revealed the following:

In "E" Division:

- (a) 9.4 percent (n=136) of all persons eligible (N=1443) for promotion to the rank of corporal were female; of which 2.9 percent (n=4) of the females were promoted; compared to the 90.5 percent (n=1307) eligible males, of which 6 percent (n=78) were promoted;
- (b) 1.3 percent (n=9) of all persons eligible (N=699) for promotion to the rank of sergeant were female, of which 22 percent (n=2) of the females were promoted; compared to the 98.8 percent (n=691) eligible males, of which 7.2 percent (n=50) were promoted;
- (c) no females were considered eligible for promotion for the rank of S/Sgt., compared to the 321 eligible males, of which, 7.5 percent (n=24) were promoted; and,
- (d) 3.8 percent (n=1) of all persons eligible (N=26) for promotion to the rank of inspector were female, none completed the officer candidate process; compared to the 96.1 percent (n=25) eligible males, of which 40 percent (n=10) completed the officer candidate process, but none were promoted.

In "K" Division:

- (a) 13.4 percent (n=93) of all persons eligible (N=693) for promotion to the rank of corporal were female; of which none were promoted; compared to the 86.5 percent (n=600) eligible males, of which 4.8 percent (n=29) were promoted;
- (b) 0.6 percent (n=2) of all persons eligible (N=315) for promotion to the rank of sergeant were female, of which none were promoted; compared to the 99.3 percent (n=313) eligible males, of which 9.9 percent (n=31) were promoted;
- (c) no females were considered eligible for promotion for the rank of S/Sgt., compared to the 176 eligible males, of which, 5.1 percent (n=9) were promoted; and,
- (d) no females were considered eligible for promotion to the rank of inspector; compared to the 20 eligible males, of which 60 percent (n=12) completed the officer candidate process, and 33.3 percent (n=4) were promoted.

One can speculate, based on American research studies (Martin, 1990), and the same may hold true in Canada, that potentially a supervisor's performance evaluation and one's seniority are likely to hinder women's chances for promotion. Performance appraisals were rated as the most frequently used indicator in the promotion process at an average of 83 percent for the ranks of Corporal through Inspector. Evaluations may work against women because effective measures of police performance are still under development, thus leaving a lot of room for subjective judgement. Some agencies are debating the issue of separating performance evaluations from the promotion process entirely. Women's lack of seniority is still a handicap but one which will eventually fade in time. Those agencies that place a greater weight on objective measures, such as written examinations, panels containing both genders, and assessment centres will provide better opportunities for women to advance into middle management as they would be less likely to be hindered by gender bias.

PERSONNEL PRACTICES RELATED TO HIRING, TRAINING OR PROMOTION

Another question assessed if personnel practices on hiring, training or promotion were affected by: (a) Provincial Legislation; (b) Municipal employment equity policy; (c) Court Order; or (d) specific Department policy. The results, showing the 'YES' responses to the four equity mechanisms are summarized in TABLE 15: There were no significant differences by city size but

definite statistically significant differences by region to Provincial Legislation and specific Department Policy as reflected in TABLE 16.

TABLE 15

PERCENTAGE OF AGENCY 'YES' RESPONSES RELATED TO HIRING, TRAINING OR PROMOTION BY EQUITY MECHANISMS

MECHANISM	HIRING	TRAINING	PROMOTION
PROVINCIAL LEGISLATION	44%	37%	32%
MUNICIPAL EQUITY POLICY	17%	9%	9%
COURT ORDER	0%	0%	0%
DEPARTMENT POLICY	33%	26%	28%

TABLE 16

REGIONAL PERCENTAGES OF 'YES' RESPONSES RELATED TO HIRING, TRAINING OR PROMOTION BY EQUITY MECHANISMS *

MECHANISMS	ONT.	QUE.	PRAIRIES	B.C.	MARITIMES
HIRING					
PROVINCIAL LEGISLATION	n=20 100%	n=2 18%	n=2 29%	0	0
DEPARTMENT POLICY	n=4 20%	n=1 9%	n=5 71%	n=8 67%	0
TRAINING					
PROVINCIAL LEGISLATION	n=16 80%	n=2 18%	n=1 14%	n=1 8%	0
DEPARTMENT POLICY	n=3 15%	n=1 9%	n=2 29%	n=8 67%	0

PROMOTION	ONT.	QUE.	PRAIRIES	B.C.	MARITIMES
PROVINCIAL LEGISLATION	n=17 100%	0	0	0	0
DEPARTMENT POLICY	n=4 20%	0	n=2 29%	n=9 75%	0

* = Chi-square was statistically significant at the 0.05 level.

In addition, correlation analysis strongly suggests that Provincial Legislation does have a direct effect on promotion, as the majority of agencies (90 percent) promoting women were from Ontario, a province that has legislated employment equity policies.

Twenty-eight percent of the agencies also added additional comments identifying benefits and difficulties they had encountered as a result of (or lack of) these policies. Those responding agencies in Ontario commented that the Provincial Legislation was most definitely affecting the three domains of hiring, training and promotion. Some expressed the difficulty in raising the pool of qualified applicants; that the legislation had dramatically increased the workload; and for some, had damaged internal morale and created poor relations between genders. Others expressed that equity departmental policies permits the better integration of women and allows for a greater representation of women.

PERSONNEL POLICIES AND PRACTICES

TURNOVER RATES

Research of sex differences in turnover in law enforcement is limited and inconsistent (Martin, 1990, Linden and Minch, 1984). Martin (1990) found in the national U.S. study that the reasons given for female termination were unrealistic views of police work, sexual harassment, family-work stress and lack of or no existence of policies on pregnancy or maternity leave. Various studies have shown that the rate of turnover in management positions is 2 1/2 times higher among top-performing women than it is among men; and that one half of the women who take maternity leave return to their jobs after an extended leave or not at all (Schwartz, 1989). Obviously, career interruptions and turnover are expensive to the agency. This next section addresses departmental policies and practices that may be contributing to this predicament.

The mail-out survey obtained the number of male and female sworn personnel in each agency on December 31, 1992, (as previously reported in Tables 3 and 4) and the number of officers that separated from the department during that year due to the following thirteen reasons:

death	dismissal
family-career conflicts	separation in lieu of firing
family reasons	dissatisfaction with the job
sexual harassment	disability
other employment	pregnancy
personal reasons	other medical reasons
education	

It deliberately omitted retirements because of the obvious difference in male and female seniority.

Across all agencies surveyed, ten questionnaires were spoiled therefore, totals of personnel were adjusted accordingly to represent the turnover rates of the remaining 44 agencies. The total non-retirement turnover for women was 2.45 percent and 0.66 percent for men. In agencies in cities between 50,000 and 100,000, women have higher turnover rates at 4.94 percent than women in cities 100,000 and above at 2.15 percent. This was similar for their male counterparts at 1.05 and 0.61, respectively.

The top three reasons men separated were: other employment at 47 percent; death at 15 percent; and separation in lieu of firing at 12 percent. The top three reasons women separated were: other employment at 22 percent; pregnancy at 17 percent; family-career conflicts and separation in lieu of firing at 10 percent each. The association between male and female turnover rates suggests different factors affect each group. In five out of the thirteen reasons women's turnover rates were a lot higher than their male counterparts, these included: sexual harassment, education, family-career conflicts, family reasons, and pregnancy. These factors may contribute to the finding that women leave policing at a faster rate than their male counterparts. This will be more fully discussed in Chapter Three. TABLE 17 shows the percentage of turnover rates in general and by city size, gender, and type of separation.

STATUS OF POLICING

TABLE 17

1992 PERCENTAGE TURNOVER BY CITY SIZE, GENDER AND TYPE OF SEPARATION

REASONS	TOTAL TURNOVER		CITY 100,000 +		SIZE 50,000 - 100,000	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
	(N=116)	(N=41)	(N=95)	(N= 32)	(N=21)	(N=9)
DEATH	14.7	4.9	16.8	3.1	4.8	11.1
DISMISSAL	6.9	7.3	6.3	9.4	9.5	0
IN LIEU OF FIRING	12.1	9.8	12.6	9.4	9.5	11.1
DISSATISFACTION WITH JOB	4.3	4.9	5.3	6.3	0	0
DISABILITY	4.3	2.5	3.2	0	9.5	11.1
PREGNANCY	0	17.1	0	12.5	0	33.3
OTHER MEDICAL	4.3	2.5	3.2	3.1	9.5	0
FAMILY-CAREER CONFLICTS	2.6	9.8	3.2	12.5	0	0
FAMILY REASONS	1.7	4.9	1.1	6.3	4.8	0
SEXUAL HARRASSMENT	0	4.9	0	6.3	0	0
OTHER EMPLOYMENT	47.4	22	44.2	21.9	62	22.2
PERSONAL	4.3	2.4	5.3	3.1	0	0
EDUCATION	1.7	7.3	2.1	6.3	0	11.1

MATERNITY LEAVE, PREGNANCY AND SEXUAL HARASSMENT

The survey explored three policy areas: maternity leave, work assignment during pregnancy and sexual harassment. With respect to each issue, responding agencies were asked if they had a general departmental written policy. In addition, each agency was asked what its actual practice was, as well as any benefits and/or difficulties encountered regardless of the presence or lack of formal policy.

MATERNITY LEAVE AND WORK ASSIGNMENTS

The data indicate that only 57 percent of the agencies have a written policy regarding maternity leave and only 24 percent have guidelines for work assignments during pregnancy. There were no significant differences by city size or by region. The following options and the percentage of affirmative responses are given regarding the actual procedure for work assignments with a pregnant officer:

	AGREED
• Assign to light duty as per written policy -	32%
• Assign to light duty as the women's request-	44%
• Assign to light duty at discretion of supervisor-	17%
• Continue on regular assignment until she goes on leave-	4%
• Other -	20%

'Other' options included: assignment to light duty even though there is no written policy; by mutual agreement between the member, unit commander, Director and Medical Advisory Services; and combinations of all four options. There were no significant differences by city size or region to the actual procedure for work assignments.

Formal maternity leave policy varied considerably across the agencies. The following summary highlights the major aspects of those policies.

Right to continue employment during the pregnancy up to delivery date:

- 6 weeks to 9 weeks prior to delivery
- may work during last 2 months of pregnancy if permitted by physician.

Length of time of maternity leave:

- ranges from 17 to 52 weeks

Leave of absence benefits:

- leave without pay from agency but entitled to benefits subject to the U.I.C. ACT.
- first 2 weeks (ranged from 75 percent to 95 percent) current salary, thereafter the difference between (75 percent to 95 percent) of current salary and the amount of U.I.C. maternity benefits received by the member, for 15 weeks.
- benefits continue for 18 weeks maternity leave (or an additional 6 weeks if member is unable to return to work for medical reasons related to pregnancy).
- Option A (34 weeks): 17 weeks maternity leave (15 weeks UIC paid, 2 weeks unpaid) and 17 weeks parental leave (10 weeks UIC paid and 7 weeks unpaid); or Option B (37 weeks): 20 weeks maternity leave (15 weeks UIC and top up 93 percent, 2 weeks city paid and top 93 percent and 3 weeks unpaid) and 17 weeks parental leave. However, if agreement is made to the second option the women must agree to work fulltime for at least 6 months following the leave.
- some agencies have well defined policy regarding coverage under various insurance plans, superannuation, retirement benefits annual leave, and annual increments to name a few, while others have very little or nothing. It is beyond the scope of this report to summarize these benefits but suffice it to say that there was notable variability.

Return from maternity leave:

- cannot terminate maternity leave less than, ranged from 6 to 8 weeks after termination date of pregnancy unless with a doctor's approval.

Seniority:

- no loss of seniority to a maximum of 12 months.

Effective, March 1993, the RCMP have also included a general policy regarding leave without pay (LWOP) for the following purposes: education; spousal relocation; care and nurturing of pre-schooled children; and personal needs. The entitlement for the

first three reasons are for a period of up to five years and the member must have completed two years of satisfactory service or under exceptional circumstances with approval of the Commanding Officer. A LWOP for personal needs is granted for a period up to a maximum of 15 months. Members can plan ahead for the LWOP by deferring a proportion of their pensionable pay and allowances referred to as a "Self-funded leave" in order to have some income while on leave.

SEXUAL HARASSMENT

Overall, 61 percent of the agencies have their own sexual harassment policy. There are statistically significant differences by city size since only 44 percent of the agencies in cities of 50,000 to 100,000 and 76 percent of the agencies in larger cities have their own sexual harassment policy.

Forty-one percent of the agencies have an established internal procedure for handling sexual harassment complaints. Again this is statistically significant by city size as only 20 percent of the agencies in cities of 50,000 to 100,000 and 59 percent of agencies in larger cities, have established procedures. There are no significant differences by region.

Those agencies with a sexual harassment policy in place have based their policy in accordance with the Human Rights Act. These policies send a clear message that harassment is considered a serious offence and is unacceptable behaviour and therefore is subject to discipline. These policies vary in their comprehensiveness of content, from, one or two paragraphs to documents defining sexual harassment, stating the policy, statement of purpose, types of unacceptable behaviour, employee and agency responsibilities, prevention, disciplinary action, confidentiality, informal and formal procedure and appeals.

POLICY BENEFITS and DIFFICULTIES ENCOUNTERED

A content analysis revealed that 32 percent of the sample responded about the benefits and difficulties encountered with maternity leaves and work assignments; and 26 percent responded on sexual harassment policy.

Maternity and Work Assignments.

- Maternity and work assignment policies ensure an unbiased approach is followed, otherwise some will receive good cooperation and others may not.

- The employee is still contributing to police operations when they are placed on 'light' duties.
- Policy provides safety for the member and child, as well as a sense of individual control over their career.
- Pregnancy removes the officers from the street for 26 to 61 weeks and because of authorized complement no replacements seem to be hired. This causes additional work load on remaining street level officers and in many cases resentment.
- Incumbent's position is blocked while she is on maternity leave (max. 26 weeks) and therefore position remains vacant.
- There is a perception that by accommodating pregnant officers in lighter duties they are receiving the 'plum' assignments and favouritism exists. This prevents others from the opportunity for these assignments. Difficulties arise in defining what is considered restricted duties.

Sexual Harassment.

- Many agencies stated their policy was under review, soon to be released or presently being drafted.
- Policy sends a clear message of the organization position; conveys respect for others; problems are eliminated before they become major; and raises employee awareness about the issue.

Each of the following factors: the existence of a policy regarding maternity, work assignments, sexual harassment and internal procedure for handling harassment were correlated with whether current personnel practices related to hiring, training and promotion were affected by provincial legislation and specific departmental policies.

Correlation statistics (Rho) first, rank order all the responses to each factor and then assess if relationships exist between them.

The results revealed weak, positive, statistically significant relationships for the following factors:

- Those agencies where hiring practices are affected by Provincial legislation tend to also have an internal procedure for handling sexual harassment complaints ($r = .2444$, $p = .03$).

- Those agencies where hiring practices are affected by Departmental policy tend to also have a sexual harassment policy ($\underline{r} = .3223$, $p = .009$).
- Those agencies where training practices are affected by Provincial legislation tend NOT to have a policy on work assignments during pregnancy ($\underline{r} = -.2525$, $p = .03$).
- Those agencies where promotion practices are affected by Provincial legislation tend NOT to have a policy on maternity leave ($\underline{r} = -.3031$, $p = .01$).
- Those agencies where promotion practices are affected by Departmental policy tend to also have a sexual harassment policy ($\underline{r} = .2403$, $p = .04$).

Although the survey did not specifically seek to determine whether female separations were due to either sexual harassment or the lack of available maternity leave, the high incidence of a lack of such policies suggests that their absence may contribute to women's voluntary turnover rates. Especially when 44 percent of the females separated due to family-career conflicts, pregnancy, harassment and general dissatisfaction and an additional 22 percent left for other employment compared to men who left due to other employment, death, and separation in lieu of firing. Even if some of the other employment was employment with other police agencies the percentage focusing on these female issues is still high. These issues will be addressed further in Chapter Three.

LEAVE OF ABSENCE

Responding agencies were asked to indicate the number of leaves of absence and number returned from leave by gender in 1992. The following seven categories were identified: personal injury, medical condition, education, paternity and maternity leave, additional leave as a result of maternity leave, family illness, and other reasons. Based on the data provided by the 54 agencies, in 1992, 1.1 percent of males and 6.9 percent of females were granted a leave of absence for greater than three months. The main reasons for male officer LOA's were personal injury and medical conditions at 53 percent and 27 percent, respectively. This was compared to female officer LOA's due to maternity leave and personal injury at 65 percent and 15 percent, respectively. Over 70 percent of males returned from personal injury and 71 percent of females returned from maternity leave in 1992. **TABLE 18** reflects the percentage of leaves and returned leaves in 1992, by gender and type of leave. There were no significant differences by city size or region.

STATUS OF POLICING

TABLE 18

1992 PERCENTAGE OF LEAVES AND RETURNED LEAVES
BY GENDER

REASONS	LEAVES		RETURNED	
	MALE	FEMALE	MALE	FEMALE
	(N=263)	(N= 157)	(N=137)	(N=78)
PERSONAL INJURY	52.5	14.6	71.5	11.5
MEDICAL CONDITION	26.6	8.9	20.4	5.1
EDUCATION	7.6	5.7	2.9	7.7
(P) (M) ATERNITY LEAVE	2.3	65.1	3.6	70.5
ADDITIONAL (P) (M)ATERNITY	0.4	1.9	0	2.6
FAMILY ILLNESS	1.1	1.9	0.7	2.6
OTHER	9.5	1.9	0.7	0

In addition, the responding agencies were asked if any staff positions, programs or policies were specifically designed to assist male and female officers back into the day to day operations following a leave of absence of greater than three months; and did any informal networks exist? Only 15 percent of the sample responded 'Yes' to the existence of a formal procedure and 35 percent to an informal network. There were no significant differences by gender, city size or region.

Thirty-three percent of the agencies included additional comments regarding any benefits and difficulties encountered as a result of (or lack of) formal and informal networks. The most frequent responses addressing the assistance to members in returning to field work after a lengthy leave or non-field assignment were: (a) the use of employee assistance programs (E.A.P.); (b) the need to develop a modular training package; (c) handled on a platoon level; (d) working with a 'buddy'; (e) putting officers on light duty to allow for a quicker return; and (f) utilization of other professionals.

FUTURE TRENDS AND FEMALE ISSUES

Responding agencies were asked two further questions: (a) to assume there would be a future increase in the participation of women in policing, what do you see as the principal results of this trend? and (b) any additional comments that may assist in the future efforts to understand female personnel issues. A significant number of agencies (69 percent) took the time to indicate their views. The three categories summarized below were identified as the dominant themes visible from the content analysis.

OPERATIONAL CONCERNS

Issues frequently identified were:

- the false belief that employment equity means a 50 - 50 split of male and female officers;
- there aren't sufficient percentages of females applying;
- pregnancy causes shortages as positions are not filled therefore, service will decline;
- for every one male hired, two females should be hired to account for the down time, mainly to sick leave and maternity leave;
- women gravitate to administrative jobs;
- women have proven to be competent investigators;

- women are encountering difficulties handling violent situations, unable to meet the physical demands of general duty and need to call for male back up;
- a need for standardized basic training for men and women;
- a greater need for females to broaden their expertise from patrol in order to become promotable; and,
- female members put themselves under extra pressure to do well as they are in a 'fish bowl', always under close scrutiny. Increasing numbers of females will assist in a greater acceptance.

The increase in the number of women in policing has been met initially in negative terms by some agencies; however, this is gradually changing. In the future, it is envisioned that increases in women officers will become more acceptable through familiarity. There is a fear by the male officers that favouritism will become predominant, therefore, it is very critical that agencies hire the best qualified candidate for the position and promote accordingly.

One officer commented: "In my opinion, the strength of the police department is the exercise of discretion and the wider experience base police officers bring, the better application of discretion. A police officers strength is in their personality, personalities are rarely gender or ethnic based".

ISSUES REQUIRING ORGANIZATIONAL CHANGE

Police agencies will be required to become more sensitive to the needs of their female officers and address a number of new issues due to the increase in the number of women in policing, such as: (a) capital expenditures for locker rooms and related facilities; (b) equipment; (c) maternity uniforms; (d) child and elderly care; (e) reassignment during pregnancy; (f) family-career conflicts; and (f) back filling of vacant positions due to leaves of absence. Therefore, agencies must look to alternative styles of policing that include flexibility in work hours, job sharing and part-time employment otherwise there will be high turnover rates which is costly to the organization. For example, Edmonton Police Service and Halton Regional Police Service have implemented job sharing for their members.

EFFECTIVENESS FROM DIVERSITY

If initiatives to increase the representation of women in policing are successful this should increase effectiveness due to the diversity of perception. This will assist in providing better service to the community as women will bring a different understanding of issues (e.g., for female victims). In order for

employment equity plans to have better support, policy alone is not enough, education programs have to exist in order to dispel false beliefs and ignorance. It will cause organizations to take a critical look at how business is conducted, which should include: (a) role modelling and mentoring; (b) more aggressive recruitment strategies, including having female recruitment officers; (c) review of policies related to selection, training, promotion and career planning.

In summary, the survey findings reveal that the representation of women in policing regardless of city size or region has definitely increased, marginally for some agencies and considerably for others. Nonetheless, it has increased, especially since 1988. Generally, a higher percentage of women compared to their male counterparts are now being assigned to patrol, as well as to other line units especially support services assignments such as, community relations, crime prevention and school liaison. Agencies in larger centres (100,000 and above) tend to assign a higher proportion of female officers to more investigative and surveillance assignments than the smaller centres (between 50,000 to 100,000).

In order to systematically approach a proportionate representation of the community the following four prescribed groups: women, racial minorities, Aboriginal persons and persons with disabilities have been targeted by police agencies across the country. This survey has addressed gender similarities and differences in policing. Employment equity will ensure that police forces are representative of the communities they serve; it does not mean however, 'quota filling' and 'playing catch up' in order to fill vacancies. Otherwise we run the risk of hiring less capable applicants and discriminating against quality white male applicants. What it may mean, if insufficient numbers of **quality applicants** exist, is developing different recruitment strategies, expending reasonable effort to actively recruit the targeted groups, enlarging the applicant pool, developing provincial and national constable hiring standards and more centralized testing of applications. The data suggests that in those agencies where there are more female applicants finding the qualified candidates among them does not appear to be difficult. Agencies across the country are developing employment equity plans to identify and eliminate systemic barriers to the recruitment, selection, promotion and retention of prescribed group members. The majority of police agencies have eliminated systematic barriers with the removal of age limits and minimum and maximum height requirements. Some agencies have changed the order of certain selection criteria, so that all medical and physical requirements are determined after a job offer is made; and recruitment brochures include colour

photographs representing target groups but not eliminating the white male.

The proportion of male and female officers is shaped by the rate at which they apply to and are accepted by police agencies and the rate at which they leave policing. Application and selection rates, in turn, are shaped by the eligibility criteria and the mechanisms used to recruit, screen and select candidates. There were definite variations by region and city size to the recruitment methods used by the agencies. The majority of agencies use either a team of recruiters or an individual recruitment officer. Twenty-three agencies are represented by both genders in their recruitment teams. Only 52 percent of the agencies thought it was necessary to have female recruiters to represent the department in the recruitment process.

The types of selection mechanisms used by the agencies were quite similar. The majority require applicants to pass a written and oral exam, physical fitness test, medical examination, psychological screening and cognitive test. Some police agencies and training academies i.e., Atlantic Police Academy, Ontario Police College, and Justice Institute of British Columbia, also have prerequisites such as first aid, CPR, swimming, computer skills and typing. There was a disparity in the requirements of the physical performance tests to assess physical fitness across agencies regardless of region and city size.

Most of the agencies indicated that basic training included training at a Police Academy. These programs varied considerably in content and length across the country. The Maritimes require the potential candidate to complete basic recruit training at their own expense at the Academy prior to being hired by a department, other agencies hire the candidate first, and at the department's expense, engage them in basic training. The majority of the agencies have a formal field training program. Of those 42 agencies with a formal training program, 73 percent use male FTO's and 46 percent use female FTO's. There were distinct differences in the use of female FTO's by region and city size.

Women appear to be slowly gaining promotions to first line supervisory positions at a rate slightly higher than their representation in the group of candidates for sergeant positions, but they continue to be virtually excluded from upper level management. Promotions of females were higher in larger cities than the smaller centres. Many of the agencies in Ontario commented that Provincial Legislation was most definitely affecting the three domains of hiring, training and promotion. The data suggests this to be true as 90 percent of the agencies promoting women were from Ontario. The vast majority of agencies promote people to corporal and sergeant on the basis of a performance evaluation, oral interview, written exam and recommendation of a senior officer

compared to the use of oral interview, performance evaluation and written exam for inspector and superintendent ranks.

Potentially, performance evaluation and seniority are likely to hinder women's chances for promotion. Performance appraisals were rated as the most frequently used indicator in the promotion process for Corporal through Inspector. Evaluations may work against women because effective measures of police performance are still under development, thus leaving a lot of room for subjective judgement. Some agencies are debating the issue of separating performance evaluations from the promotion process entirely. Women's lack of seniority is still a handicap, but one which will eventually fade in time. Those agencies that place a greater weight on objective measures, such as written examinations, panels containing both genders, and assessment centres will provide better opportunities for women to advance into middle management as they would be less likely to be hindered by gender bias.

Turnover rates indicate that women leave policing at a higher rate than men especially in cities between 50,000 to 100,000. Although the survey did not specifically seek to determine whether female separations were due to either sexual harassment or the lack of available maternity leave, the high incidence of a lack of such policies suggests that their absence may contribute to women's voluntary turnover rates. Especially when 44 percent of the females separated due to family-career conflicts, pregnancy, harassment and general dissatisfaction and an additional, 22 percent, left for other employment compared to men who left due to other employment, death, and separation in lieu of firing.

More women officers in 1992, were granted a leave of absence of greater than three months compared to their male counterparts. The main reasons were maternity leave and personal injury for the women officers compared to personal injury and medical condition for the male officers. There were no differences by city size or region. Very few agencies had formal programs to assist the officers back into the day to day operations following a leave.

The challenge is to accelerate the learning about what employment equity really means, which for some will mean dispelling false beliefs and myths and changing attitudes to allow for a greater integration of women into all aspects of policing. There is a need for the review of policies related to recruitment, physical conditioning, selection, training and promotion to eliminate criteria that are not job related. There is also a need for the development and enforcement of policies that reduce sexual harassment and leaves of absence that result in unfilled positions and conflicts between family and career.

CHAPTER THREE

ON-SITE CASE STUDY AGENCIES

The mail out survey findings indicate that there has been change in the representation of women in policing. Some factors associated with this change included: recruitment, selection criteria, training, promotion and additional personnel policies and practices. Six agencies were selected for on-site visits to further illuminate these changes and indicate the change process from the perspectives of the officers, supervisors, and upper management. It is not the intent of this report to compare one agency with another but to treat the agencies as a collective unit. The results will be assessed for differences and similarities by gender and, where appropriate, individual department policies that have influenced change will be highlighted.

The authorized strength of the agencies and city size are as follows (CCJS, 1992):

•Moncton Police Force, N.B.	N= 131	55,500
•Delta Police Department, B.C.	N= 130	86,400
•Burnaby RCMP Detachment, B.C.	N= 216	156,600
•Surrey RCMP Detachment, B.C.	N= 294	232,600
•Halton Regional Police Service, Ontario	N= 374	294,600
•London Police Force, Ontario	N= 428	300,000

The agencies were selected based on the following criteria: (a) some were above the Canadian mean in their representation of women and others were at or below that average. These differences will assist in understanding those factors that contribute to raising the status of women in policing; (b) diversity of region; (c) agency size (four agencies serviced populations of 100,000 and above, and two serviced populations between 50,000 and 100,000); (d) a Municipal and RCMP perspective; and (e) agencies that had not been over represented in the research literature.

This chapter will report the findings in three sections:

- (1) on-site questionnaire results from police officers with at least three years service within the designated agencies seeking similar information as the national mail-out survey as well as additional information on the number of male and female officers by age, marital status, racial group,

children, education, rank, length of service, assignment and attitudes about work environment;

- (2) taped in-depth interviews with a sample of male and female officers from each site, exploring their perspectives about the fuller integration of women into policing; and
- (3) survey results from the person in charge of personnel, identifying the number of male and female officers having left their service within the last five years, their length of service, rank and reason for separation; and, the mail-out questionnaire results from those former police officers from each of the six on-site agencies who had terminated employment within the last five years, seeking information about their rationale for leaving policing.

ON-SITE QUESTIONNAIRE FINDINGS (N=783)

RESPONSE RATES

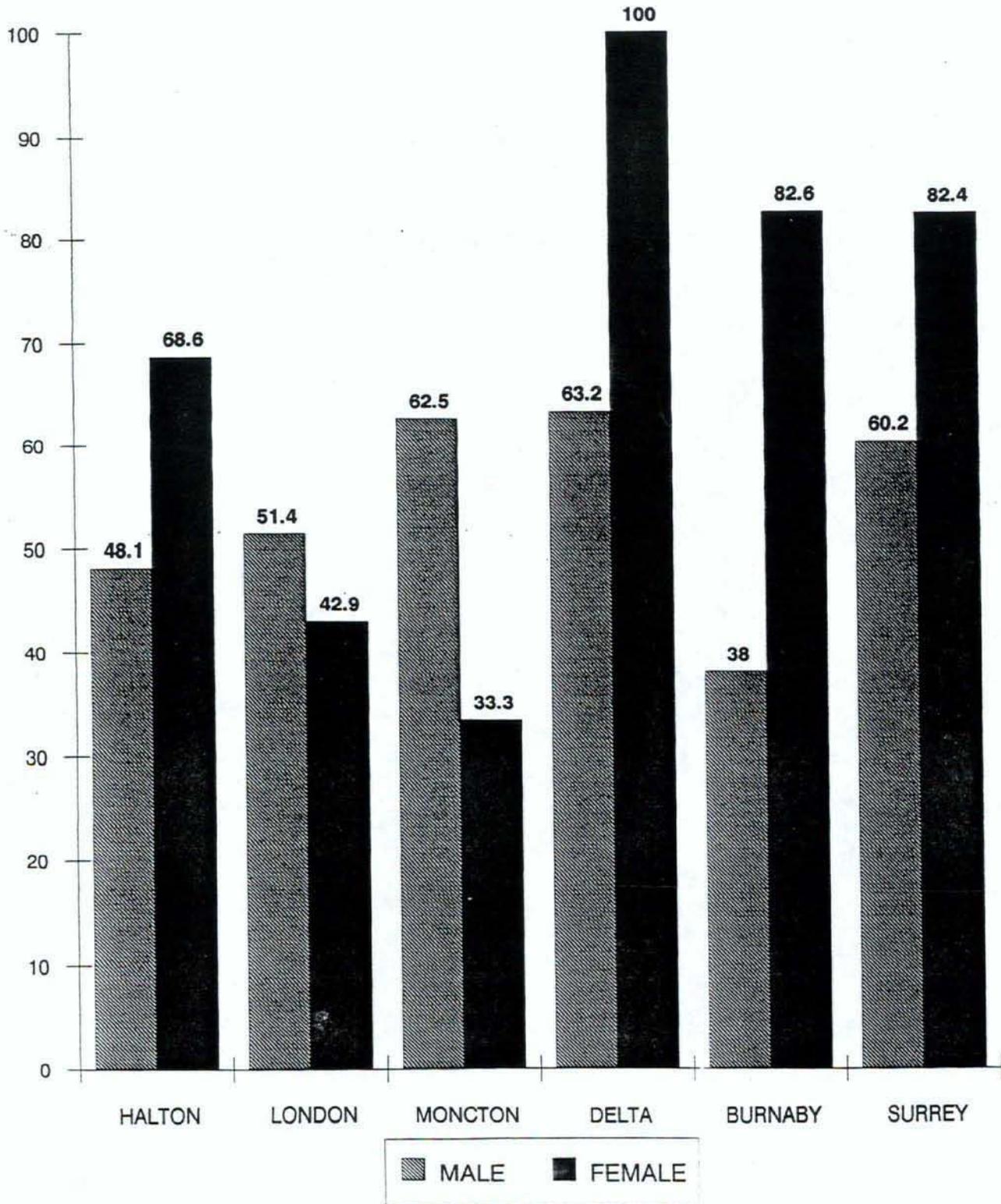
The response rate from the questionnaires distributed to the police officers at each site was 56 percent, which was considered significant, especially when compared to the norm of 28 percent cited by many researchers for mail-out surveys. In order to control for the limited experience and field-based knowledge of new recruits and those working through the various probationary levels leading up to the rank of first-class constable only those police officers with at least three years of service were sent a questionnaire via their departmental mail. A memo from the Chief/RCMP OIC was distributed stating that he supported the study and approved participation. The completed, sealed questionnaires were sent to the researcher via the departmental mail, in care of the person in charge of personnel at each site, who then bulk mailed them for analysis by the researcher.

By Agency = Response rate ranged from 43 percent to 65 percent (mean of 55.6 percent). (Halton at 50.1 percent, London at 51.1 percent, Moncton at 61.8 percent, Delta at 64.5 percent, Burnaby at 43 percent and Surrey at 63 percent).

By Gender = Response rate for female officers ranged from 33.3 percent to 100 percent (mean of 68.3 percent) while male officers response ranged from 38 percent to 63.2 percent (mean of 53.9 percent). **FIGURE ONE** represents the response rate percentages by agency and gender.

FIGURE ONE

RESPONSE RATE PERCENTAGES TO SURVEY BY AGENCIES
(N=783)



SAMPLE CHARACTERISTICS

The total sample size for the six agencies was 783. (N=783, 'N' depicts the complete number of responses in the sample population). At times the number of responses will not equal 783 due to missing data because the question was not answered. Based on statistical power and confidence levels for determining sample size for a given population this sample is definitely large enough to be representative of the police community. For example, for a population of 100,000 a sample of 384 is required (Gibbon & Morris, 1987; Krijcie & Morgan, 1970).

The Agency breakdown was Halton n=173; London n=194; Moncton n=76; Delta n=78; Burnaby n=89; and Surrey n=173. (The 'n' depicts the **subset** of responses within the population).

The Gender breakdown was 89.5 percent male and 10.5 percent female. Compared to CCJS, 1992 and the mail-out survey figures this sample is representative of the police community by gender. **TABLE 19** reflects this distribution of officers by agency.

TABLE 19

NUMBER AND PERCENTAGE OF MALE AND FEMALE OFFICERS CONTRIBUTING TO THE SAMPLE BY AGENCY

AGENCY N=783	MALES n=701 89.5%	FEMALES n= 82 10.5%
HALTON	149 21.3%	24 29.3%
LONDON	188 26.8%	6 7.3%
MONCTON	75 10.7%	1 1.2%
DELTA	74 10.6%	4 4.9%
BURNABY	70 10.0%	19 23.2%
SURREY	145 20.7%	28 34.1%

WORK ASSIGNMENT AREA PERFORMED BY PERSON COMPLETING QUESTIONNAIRE

<u>43.4%</u>	GENERAL DUTIES/PATROL
<u>15.5%</u>	CIB /GIS/INTELLIGENCE/SURVEILLANCE
<u>7.8%</u>	TRAFFIC
<u>7.2%</u>	ADMINISTRATION/PLANNING/RESEARCH
<u>5.1%</u>	CRIME PREVENTION/ COMMUNITY ORIENTED RESPONSE
<u>2.2%</u>	IDENTIFICATION
<u>1.7%</u>	DRUG ENFORCEMENT
<u>1.6%</u>	STAFFING AND TRAINING
<u>9.6%</u>	OTHER*
<u>5.9%</u>	NOT IDENTIFIED

Note: * ='OTHER' included: bike squad, communications, canine, courts, crime analysis, finances, jail, youth, marine, records, support services, and federal policing.

A comparison of the percentage of these work areas by gender were:

<u>ASSIGNMENT</u>	<u>MALES</u>	<u>FEMALES</u>
General Duties	43.2%	45.1%
CIB/GIS	15.5%	14.6%
Traffic	7.3%	12.2%
Crime Prevention	4.6%	9.8%
Administration	7.6%	3.7%

For the following information about the sample characteristics the total sample percentage is presented first, followed by the percentage by gender. As one might expect there were statistically significant differences by gender for rank, age and length of service.

TABLE 20: SAMPLE CHARACTERISTICS

<u>RANK</u>		<u>MALES</u>	<u>FEMALES</u>
<u>TOTAL %</u>	<u>RANK</u>		
<u>5.1%</u>	Insp. & ABOVE	5.7%	0%
<u>20.9%</u>	S/Sgt. & Sgt.	23.1%	2.4%
<u>73.9%</u>	Cst. & Cpl.	71.2%	97.6%

34.7 percent of the sample had received a promotion when accounting for corporal rank. Promotion was statistically significant by gender revealing 38.1 percent (n=267) of males and 6.1 percent (n=5) of the females had been promoted.

LENGTH of POLICE SERVICE

<u>TOTAL %</u>	<u>SERVICE</u>	<u>MALES</u>	<u>FEMALES</u>
<u>11.1%</u>	less than 5 years	8.6%	32.9%
<u>19.9%</u>	5 to 10 years	18.0%	36.6%
<u>20.3%</u>	11 to 15 years	19.4%	28.0%
<u>20.3%</u>	16 to 20 years	22.4%	2.4%
<u>15.9%</u>	21 to 25 years	17.7%	0%
<u>12.4%</u>	26 years or greater	13.9%	0%

AGE RANGES

<u>TOTAL %</u>	<u>AGE RANGE</u>	<u>MALES</u>	<u>FEMALES</u>
<u>19.7%</u>	19 to 29	16.6%	46.3%
<u>42.2%</u>	30 to 39	41.4%	48.8%
<u>29.3%</u>	40 to 49	32.1%	4.9%
<u>8.7%</u>	50 to 59	9.7%	0%
<u>0.1%</u>	60 and OVER	0.1%	0%

RACIAL ORIGIN

<u>TOTAL %</u>	<u>RACE</u>	<u>MALES</u>	<u>FEMALES</u>
<u>97.4%</u>	Caucasian	97.9%	93.9%
<u>0.6%</u>	Black	0.4%	2.4%
<u>0.5%</u>	Aboriginal	0.4%	0%
<u>0.4%</u>	Oriental	0.3%	2.4%
<u>1.0%</u>	Other	1.0%	1.2%

MARITAL STATUS

<u>TOTAL %</u>	<u>MARITAL STATUS</u>	<u>MALES</u>	<u>FEMALES</u>
<u>75.4%</u>	Married	77.9%	53.7%
<u>6.1%</u>	Remarried	6.6%	2.4%
<u>10.3%</u>	Single	7.4%	35.4%
<u>3.3%</u>	Separated	3.6%	1.2%
<u>3.4%</u>	Divorced	3.4%	3.7%
<u>1.4%</u>	Other	1.1%	3.7%
<u>none</u>	Widowed	0%	0%

There were statistically significant differences for marital status by gender due to a greater percentage of females officers who were single.

<u>CHILDREN</u>			
<u>TOTAL %</u>	<u>CHILDREN</u>	<u>MALES</u>	<u>FEMALES</u>
<u>27.6%</u>	NO	22.3%	73.2%
<u>72.4%</u>	YES	77.7%	26.8%

There were statistically significant differences by gender for officers with and without children. The data suggests that even a greater percentage of females, including those who are single, do not have children.

This next question assessed the LEVEL of EDUCATION completed at the ONSET of their policing career compared to their PRESENT level of education.

TABLE 21: EDUCATION LEVEL

<u>AT ONSET</u>	<u>PRESENT LEVEL</u>	<u>EDUCATION</u>
<u>0.3%</u>	<u>0.1%</u>	JUNIOR HIGH SCHOOL
<u>7.9%</u>	<u>3.4%</u>	SOME HIGH SCHOOL
<u>38.7%</u>	<u>20.4%</u>	HIGH SCHOOL DIPLOMA
<u>12.9%</u>	<u>21.6%</u>	SOME COLLEGE (up to 1 year)
<u>15.7%</u>	<u>14.0%</u>	COLLEGE DIPLOMA (2 year program)
<u>11.1%</u>	<u>24.1%</u>	SOME UNIVERSITY
<u>12.5%</u>	<u>14.4%</u>	BACHELOR'S DEGREE
<u>0.9%</u>	<u>1.1%</u>	GRADUATE DEGREE
<u>0.1%</u>	<u>0.6%</u>	OTHER

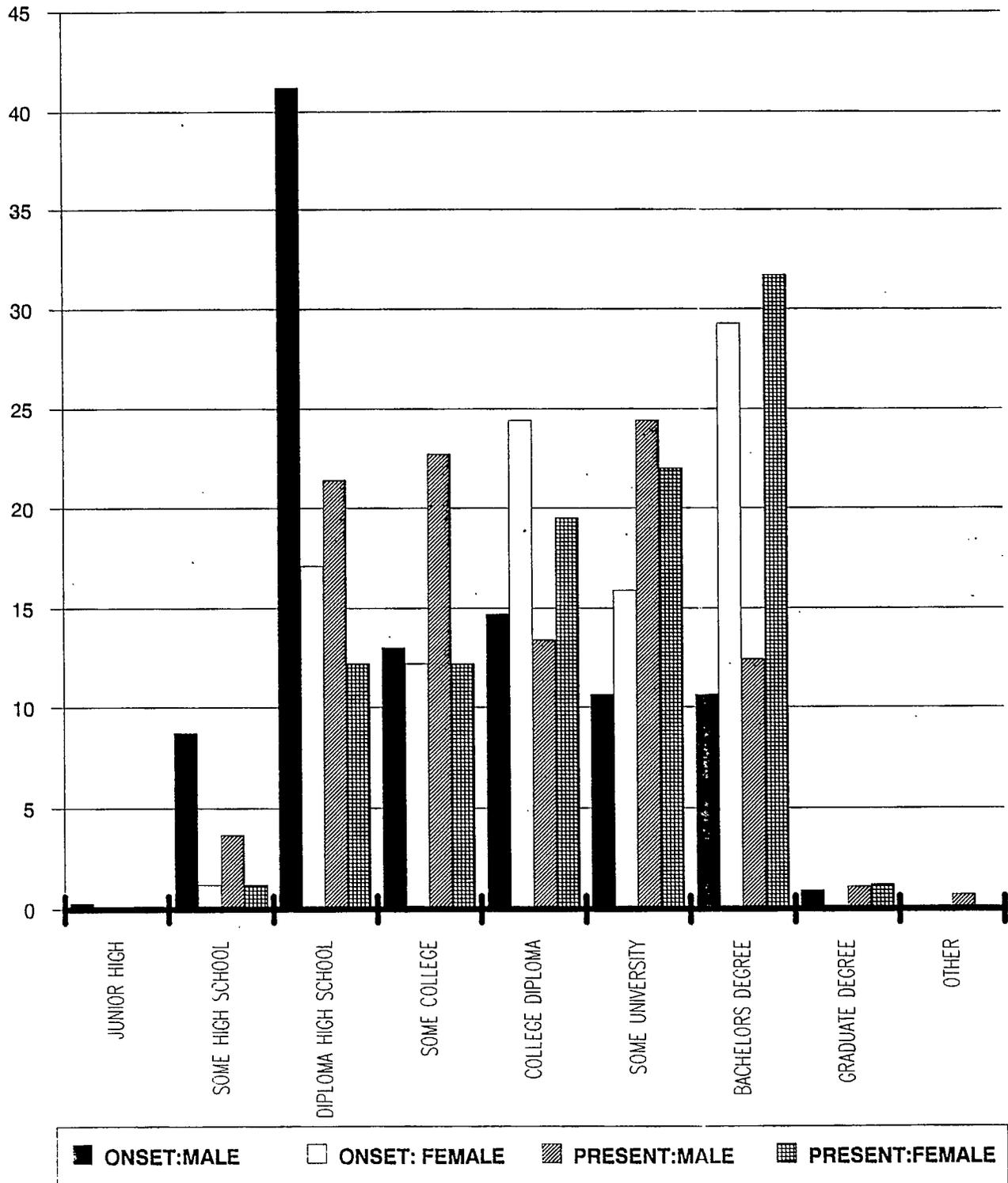
By agency, the RCMP had the greater percentage of respondents with Bachelor's and Graduate degrees at the ONSET of their careers. It is important to note that there were statistically significant shifts in improvements in levels of education for all agencies at $p = 0.05$. Chi-square statistic indicated these major shifts occurred primarily in the following areas:

- 56.4% of those at the ONSET (n=62) who had some high school education shifted to high school diploma (12.9%), some college (19.4%), college diploma (3.2%), some university (17.7%) and Bachelor's degree (3.2%).
- 47.8% of those at the ONSET (n=303) who had a high school education shifted to some college (27.7%), some university (14.5%) and college diploma (5.6%).
- 30.1% of those at the ONSET (n=101) who had a college diploma shifted to some university (26.7%) and Bachelor's degree (3.3%).
- 8% of those at the ONSET (n=87) who had some university shifted to completing a Bachelor's degree.

FIGURE 2 represents the **ONSET** and **PRESENT** levels of education by gender. Clearly, female officers at the onset of their careers had higher levels of education than their male counterparts. Present levels of education indicated that a higher percentages of female officers had a college diploma (19.5 percent) and a bachelor's degree (31.7 percent) compared to their male counterparts at 13.4 percent and 12.4 percent, respectively. When accounting for length of service, at the less than 5 years to 15 years these differences diminish only somewhat. **TABLE 22** reflects these differences in levels of education at the onset and present levels of career by gender for less than 5 years, 5 to 10 years and 11 to 15 years of service. In the 'less than five year' service category 41 percent of the female officers at the ONSET of their careers had bachelor's degrees compared to 28 percent of the male officers.

FIGURE 2

**LEVEL OF EDUCATION AT ONSET OF CAREER COMPARED TO
PRESENT LEVEL BY GENDER**



STATUS OF POLICING

TABLE 22
ONSET AND PRESENT LEVELS OF EDUCATION BY GENDER
AND LENGTH OF SERVICE (N=402: males n=322, females n=80)

AT ONSET

EDUCATION	5 YEARS & LESS		5 TO 10 YEARS		11 TO 15 YEARS	
	% MALE	% FEMALE	% MALE	% FEMALE	% MALE	% FEMALE
	(n=60)	(n=27)	(n=126)	(n=30)	(n=136)	(n=23)
SOME HIGH SCHOOL	0	0	0	0	1	4
DIPLOMA HIGH SCHOOL	15	4	22	13	25	35
SOME COLLEGE	10	4	13	20	19	13
COLLEGE DIPLOMA	25	26	23	30	21	17
SOME UNIVERSITY	18	26	16	13	18	9
BACHELORS DEGREE	28	41	24	23	15	22
GRADUATE DEGREE	3	0	2	0	2	0

PRESENT

EDUCATION	5 YEARS & LESS		5 TO 10 YEARS		11 TO 15 YEARS	
	% MALE	% FEMALE	% MALE	% FEMALE	% MALE	% FEMALE
	(n=60)	(n=27)	(n=126)	(n=30)	(n=136)	(n=23)
SOME HIGH SCHOOL	0	0	0	0	0	4
DIPLOMA HIGH SCHOOL	5	4	14	10	15	22
SOME COLLEGE	13	0	16	23	19	13
COLLEGE DIPLOMA	18	30	18	17	17	13
SOME UNIVERSITY	32	22	24	23	30	22
BACHELORS DEGREE	28	44	26	23	15	26
GRADUATE DEGREE	3	0	2	3	2	0

ATTITUDES ABOUT WORK ENVIRONMENT

The following five questions addressed attitudes about policing. The percentage distribution will be presented for the sample in total and then by gender. In addition, Chi-square analysis was conducted for each variable assessing if statistically significant differences existed between the genders, the six agencies, the male and female groups within each agency or the work areas the respondents were presently assigned.

TABLE 23: ATTITUDES ABOUT WORK ENVIRONMENT

1. IN GENERAL, TO WHAT DEGREE DO YOU ENJOY POLICE WORK?

<u>TOTAL %</u>	<u>ENJOYMENT</u>	<u>MALES</u>	<u>FEMALES</u>
<u>0.9%</u>	NOT AT ALL	1.0%	0%
<u>4.7%</u>	SOMEWHAT	4.9%	3.8%
<u>18.6%</u>	REASONABLY	18.7%	17.5%
<u>34.5%</u>	QUITE A LOT	34.4%	35.0%
<u>41.3%</u>	VERY MUCH	41.0%	43.8%

Chi-square analysis revealed that there were NO statistically significant differences by gender, agency or the work assignment area. There were significant differences however, in the degree of enjoyment for the male officer group within specific agencies, for example, the total of 'not at all' and 'somewhat' responses varied from 2 percent to 13.5 percent.

2. DOES YOUR CAREER AS A POLICE OFFICER LIVE UP TO YOUR EXPECTATIONS?

<u>TOTAL %</u>	<u>EXPECTATIONS</u>	<u>MALES</u>	<u>FEMALES</u>
<u>4.2%</u>	NOT AT ALL	4.3%	3.8%
<u>11.8%</u>	SOMEWHAT	11.6%	13.8%
<u>32.3%</u>	REASONABLY	32.9%	27.5%
<u>29.2%</u>	QUITE A LOT	28.7%	33.8%
<u>22.4%</u>	VERY MUCH	22.6%	21.3%

Chi-square analysis revealed that there were NO statistically significant differences by gender. There were significant

differences however, by agency, and the male officer group within agencies and for males assigned to specific work areas. For example, the total of 'not at all' and 'somewhat' responses by Agency varied from 7.9 percent to 30 percent; the male officer group ranged from 8 percent to 31.1 percent. There was a lot of variability in male responses according to work assignment areas.

The majority of the respondents (males 71.5 percent, females 85.4 percent) explained how policing had or had not lived up to their expectations. An analysis of those responses resulted in seven categories being identified, these included:

- finding the job satisfying, challenging, and rewarding;
- provides a variety of activities;
- helping people and camaraderie with colleagues;
- job security and benefits;
- the impact of politics, paperwork, and the organization;
- courts and the Criminal Justice System; and,
- work opportunities and promotional expectations.

JOB SATISFACTION

The female responses cited such factors as the challenge, excitement and a wide variety of experiences as key to job satisfaction. The opportunity to learn more while on the job, and increases in one's self-confidence level were also reported as important.

- "This was exactly what I wanted in a career and I have found it in policing."
- "I joined the police service because I wanted a challenge, and it has been extremely challenging."
- "Day to day challenge and not knowing what lies ahead induces self-confidence and self motivation."

Male officers indicated job satisfaction as a benefit to their career in policing. In particular, officers made reference to the challenges of the job, especially as that relates to new learning opportunities, problem resolution, diversity and the need to be current in one's understanding and interpretation of the law. Some officers reported on the value they felt from the independence they had on the job and the opportunity to be innovative at times. Being able to bring about change in society was also seen as satisfying. On the negative side, responses reflected a growing dissatisfaction with the job and a feeling that the rewards they initially felt in the career have been rapidly diminishing in the last few years given the increasing impact of restraint and legal controls.

- "The job remains challenging and interesting, a constant learning experience."
- "I expected a challenge, a thought-provoking and people-oriented career which would assist me to develop as a person. It has."
- "This career offers ever changing challenges throughout your entire career, both physical and mental."

VARIETY OF ACTIVITIES

Female officers' responses reinforced the wide variety of activities that occur in any one day. They acknowledged the ever changing nature of the job, its diversity and the wide variety of calls which had to be responded to. Only three responses indicated the job was boring and mundane in its routine.

- "It is a very diversified career. There is never one day that is the same."
- "Day to day challenge and unknown what lies ahead."

As with female responses, male officers also reinforced the idea that the job was anything but dull and provided a wide variety of experiences. The job was sometimes seen as unpredictable which made for excitement and daily challenges. The opportunity to work on different problems and use different skills was also seen as a positive feature of the job. On the negative side, responses focused on perceptions of redundancy and lack of challenge in the job.

- "To a point in my career everything lived up to my expectations and then everything became the same thing over and over."
- "I had a varied career and still enjoy it. It afforded me the things I had hoped for when I started."
- "I have had a variety of job choices on a continued and timely basis to help remain challenged."

HELPING PEOPLE

Female responses centred on the belief that their job did make a difference in peoples' lives; the slow pace of small communities was also credited as advantageous to helping people versus the less personalized nature of large, urban centres. On the negative side, three responses cited the lack of staff and personal biases as factors which can inhibit a feeling of helping others.

- "Personal fulfilment is gained sporadically through contact with the public and is limited to those few times when an actual difference is made. If it wasn't for co-workers, the expectation ratio would be lower."
- "I have had the opportunity in assisting and helping others in ways which cannot be pursued in another field."
- "There are not enough officers to do a proper job of policing in terms of helping others."

Male officers reflected similar positive feelings about the job being a way to help people. Those responses appear to reflect feelings of satisfaction when helping out the general public, as well as in one's working relationships with colleagues. Some responses indicated the value of job camaraderie and interacting with colleagues as just as important as serving the public. Team efforts and helping "rookie cops" were reported and held in high esteem. Some responses were less positive pointing at petty police politics, declining respect of police by society, and sullen colleagues as sources of negative feelings.

- "I enjoy the camaraderie of fellow officers all working towards similar goals."
- "Being able to provide a service to the community, support law abiding citizens, and enforce laws to maintain the safety, security, and quality of life for citizens."
- "I now realize police officers are just like the average citizens, not the upstanding, honest, fair people I expected."

JOB SECURITY

Only a small number of responses by both female and male officers were given in this category. Both genders reported the value to them of their job security and the benefits they received. Male officers cited the positive impact such security had on their lives outside of work and on their outlook once retired.

- "Police work has provided my family with stable income and security".

3. HOW SATISFIED ARE YOU WITH THE EFFECT THAT YOUR JOB HAS ON YOUR PRIVATE LIFE?

<u>TOTAL %</u>	<u>SATISFIED</u>	<u>MALES</u>	<u>FEMALES</u>
<u>7.1%</u>	NOT AT ALL	6.9%	8.8%
<u>14.9%</u>	SOMEWHAT	15.0%	13.8%
<u>43.3%</u>	REASONABLY	43.4%	42.5%
<u>22.7%</u>	QUITE A LOT	22.1%	27.5%
<u>12.1%</u>	VERY MUCH	12.6%	7.5%

There were NO statistically significant differences.

4. HAVE YOU ENCOUNTERED ANY PARTICULARLY STRESSFUL, WORK-RELATED EXPERIENCES DURING THE LAST CALENDAR YEAR OF 1992?

<u>TOTAL %</u>	<u>STRESS</u>	<u>MALES</u>	<u>FEMALES</u>
<u>41.1%</u>	NO	41.2%	40.2%
<u>58.9%</u>	YES	58.8%	59.8%

There were NO statistically significant differences.

The content analysis of the 'YES' responses resulted in six distinct categories emerging: **general** stressful experiences; those related to police **management** or **government** issues; stress surrounding **workload**; stress arising from **case investigations**; **promotion and transfer** experiences; and, **internal investigation** experiences.

GENERAL

This category was the most frequently identified by both male and female officers. Female officer responses tended to cluster around incidents which related to dealing with tragedy and physical harm particularly those which involved children as victims. Job risks such as high-speed car chases and assaults of an officer were also seen as very stressful. Finally, a number of respondents referenced uncomfortable work relationships with colleagues as particularly stress producing.

- "The sudden death of a child, or having to inform the next of kin of the death of a family member."
- "Surveillances which sometimes lead to high speed chases."
- "I had a male partner refuse to work with me. He was then ordered to work with me ... that was an unforgettable experience".

Male responses were similar to their female counterparts when identifying work-related incidents which caused personal stress. Dealing with tragic and gruesome accidents and reporting deaths to next-of-kin were identified by several male respondents. Once again incidents involving children as victims were frequently cited as stressful. Male officers referred to the anxiety of the unpredictable as being especially problematic particularly when such incidents involve weapons and/or hostage situations. This lack of control in situations seems to be highly stressful to police officers as would be expected. Several male officers wrote about their having experienced personal injury on the job which resulted in personal anxiety over whether they would be able to return to work as physically capable as before the accident. Although danger would seem to be an inherent part of police work, its ever present threat does not appear to reduce the anxiety once a situation arises.

- "The homicide of a seven year old child who had been sexually molested and then found stuffed in a cardboard box in a closet."
- "High speed chases always prove to be very stress producing."
- "All drug raids are stressful because one never knows the state of mind you will find with those being arrested."
- "I attended a suicide incident where the child found their dead parents' bodies."
- "Every time I have to disarm an accused; my anxiety level rises."

WORKLOAD

Several female responses identified the heavy workload and the corresponding paperwork load as impediments which produced job-related stress. The paperwork issue was exacerbated by the pressure for accuracy and the insensitivity of senior officers who did not comprehend the pressure that expectation created. A couple of officers commented on the frustration of working with colleagues who failed to "pull their share of the load". This only added further pressure to meet the demands of the job.

- "The pressure to make sure all the "i's" were dotted and the "t's" were crossed created a great deal of personal stress."
- "Working with fellow constables who do not do their share of the work and somehow seem to get away with it."
- "The paperwork overload which is time-consuming and very draining."

Male officers were as concerned as their female colleagues about the heavy workload demands, but tended to blame staffing shortfalls for the major cause of the problem. Shift-work followed by court time was frequently cited as stress-producing, with officers having little opportunity to rest in between. Increased workloads were compounded by demands for accuracy and superior quality results. Each of these added factors tend to enhance the officers' stress load.

Police supervisors often spoke of the stress of managing staff and challenging them to meet the expectations of senior management. Supervision stresses were also compounded when crisis situations arose which demanded decisions based on immediacy and risk. Supervisors also found staff evaluations to be too demanding in some cases, especially when there was an expectation of a quick turn-around time.

Some officers cited personal stress from such activities as: public speaking engagements; special skills training; and, supervising civilian staff. Finally, a couple of officers felt the lack of time to prepare for new work assignments left them with added unnecessary pressure.

- "The composing of eleven written evaluations and interviews of officers in a two week period. This was too short a time period for this amount of work to be completed thoroughly and properly."
- "I was given a task to perform and I was not given adequate time to prepare. I had the impression that, due to the fact that I was not in a certain peer group, it did not matter if I had enough time."
- "All year round paperwork to accomplish anything. The lack of manpower produces more work with less time. This produces stressful relations between members."

MANAGEMENT/GOVERNMENT

Three female responses were concerned about internal agency politics directed towards gender differences. They cited lack of

trust, rumour-mongering, and lack of support as key concerns and felt much of this was directed at their gender. A couple of officers made references to job policies, such as the pressure to give out tickets, as also being stress producing.

- "There is a lack of trust from the higher ranks."
- "The most stress is the lack of support within the force itself. Supervisors and support services are not giving the constables proper support which would enable them to do a proper job."
- "Politics within the force are very stressful."

Male responses found fault with management whom they often saw as outdated, inconsistent, poor leaders and often tunnel-visioned. Some officers felt a definite lack of support from management when new, untried programs were being initiated.

Other male officers also commented on the impact of external politics as being detrimental to job satisfaction. Government policy, special interest groups, and media issues were frequently cited as causes of stress on the job. Particularly when those factors resulted in unwarranted or ill-conceived changes to agency policy and practice. As expected, the well documented disparities in dealing with offenders was also seen as a problem.

Some officers were concerned with the limitations of and rush to comply with "politically correct" agendas such as equity hiring and promotion. Officers felt police managers were succumbing to the pressures from outside the agency resulting in stressful working conditions.

An interesting concern was cited by senior officers (based upon years of service) who felt that they were not truly appreciated by management. This was being compounded by some of them being overlooked when promotional opportunities arose.

- "Administration making ridiculous demands and bowing to pressure from minority and special interest groups."
- "There is a problem with immediate supervisors not accepting higher management philosophies and operating with old 'ticket' and 'charge' philosophies."
- "Most of the stress is in the politics of the department. On the street with the public there is very little stress."

PROMOTIONS AND TRANSFERS

Female officers were concerned over the impact job transfers (shift or duties) played on family life. Some officers found this particularly impactful when they moved from small detachment work to the heavy demands of large, urban settings. The actual promotion competition itself was also the source of stress for some.

- "I was transferred from a shift (12 hour days and nights) which was exactly the same as my husband, to a straight day job. The adjustment of working straight days and different shifts from my husband was very tough and took about five months to feel comfortable."
- "I was transferred from a small detachment in a rural community to a large urban detachment."
- "I was transferred from a work site which I thoroughly enjoyed to a detachment and section I had no interest in."

Male officers saw inequity in promotions as being stressful. Inequity not only in gender but in perceptions about lesser qualified people being chosen over others with stronger work records. Officers expressed concern over transfers which appeared to be based on such factors as: personality conflicts with superiors; poor management; influencing senior officers; and, transfers which were not discussed initially with the affected person.

Like their female colleagues, several male officers had experienced considerable stress during the promotion process regardless of the outcome. Finally, officers expressed frustration over serving in acting positions and then consistently being overlooked when it came to filling those same positions.

- "I was applying for a position It was stressful going through the entire selection process."
- "I was reassigned to another region without any prior consultation. This also happened without a reasonable explanation... Only after I argued at length ... the transfer was rescinded."
- "A poor managerial decision resulted in the change of duties, which compounded on an already major disappointment from a promotional competition."

INTERNAL INVESTIGATIONS

As expected, those female officers who admitted to being the subject of an accusation and its subsequent investigation made reference to the personal stress involved. This stress was further compounded by the recognition of one's innocence and yet the process had to be followed through. One officer recalled the stress she experienced when serving in an internal investigation role.

- "I was involved in an internal investigation in which everything had gone smoothly ...but it was still stressful."
- "Complaints from the public that are totally unfounded."

Male responses were similar when it came to being the subject of an inquiry. They commented additionally on the lack of support sometimes from Management. This fact tended to compound the stress and impacted on the individual's feelings of self worth.

Some officers tended to feel that the advantage always rested with the accuser, particularly, when it involved public complaints. Similarly, when public officials get involved after charges were dismissed, some officers felt that internal procedures were being challenged for the sake of political gain.

Some officers felt akin to the stress experienced by those being investigated when they were asked to testify in the case of a colleague. Unnecessary investigations were also cited as problematic as were situations when accusations were laid before a proper investigation was undertaken or the situation reviewed by senior management.

- "An Attorney-General who prefers an indictment against a police officer where a judge rules at a preliminary that there was no evidence to support a charge."
- "Being found partially responsible in a complaint ... when co-workers believed accusations when they had no knowledge of what really took place."

INVESTIGATIONS

Some female officers reported court examination and the interviewing of some suspects as bringing about stress. Male officers often blamed protracted court cases and seeing an accused go free on some procedural technicality as personally stressful. As expected, violent crime investigations were more stressful than

most, particularly when one's caseload has a majority of such cases.

One male officer found it stressful when being parachuted into an investigation without proper briefing. Similarly, media-monitored cases also seemed to be more stressful than the average investigation. Such situations increased the added burden of being successful in meeting outside expectations.

The need for stress counsellors to assist pressured investigators was cited as one means for controlling anxiety.

- "Many highly stressful investigations."
- "I assisted in the investigation of homicides as well as several suspicious deaths, attempted murders, stabbings, and robberies. The accumulation of these high profile investigations was stressful."
- "I was involved in investigating a series of violent armed robberies. I felt pressure from the community and police management to bring investigations to successful conclusions."
- "Lengthy investigations resulting in long hours coupled with court and paperwork."

5. HOW WOULD YOU RATE YOUR PRESENT MORALE?

<u>TOTAL %</u>	<u>MORALE</u>	<u>MALES</u>	<u>FEMALES</u>
2.4%	EXTREMELY LOW	2.4%	2.5%
15.1%	LOW	14.1%	23.8%
36.7%	SATISFACTORY	36.7%	36.3%
36.7%	HIGH	37.0%	33.8%
9.1%	EXTREMELY HIGH	9.7%	3.8%

There were NO statistically significant differences by gender. Chi-square revealed significant differences by agency, and the male group within agencies and by their work assignment areas. For example, the total rating of morale by agency for the 'extremely low' and 'low' categories varied from 8.7 percent to 23.1 percent; the male officer group varied from 8.5 percent to 24.4 percent. There was considerable variability in male responses by work assignment area.

RECRUITMENT AND SELECTION CRITERIA

As discussed earlier, recruitment and selection methods vary across agencies. The results, showing some of the recruitment methods for the on-site agencies are summarized in TABLE 24.

TABLE 24

ACTUAL RECRUITMENT METHODS USED BY AGENCY

METHODS	YES
Team of recruiters	RCMP (National team)
Individual recruiter	Halton London Moncton Delta RCMP
Media advertising	London
Unsolicited applications	London Moncton Delta RCMP
Volunteered in police activity	London Delta RCMP
Other	Halton Moncton
Females/minorities as recruiters	Halton (1 female) London (1 male, aboriginal) RCMP (both on National recruitment team)

The 'Other' category included: focus groups to identify barriers to recruiting women and minorities; and recruited directly from academy.

The respondents were asked to identify from a list of recruitment methods which methods had been used when they HAD been recruited and what considerations they thought were employed in selection. The percentage distribution will be presented for the sample in total and then by gender. In addition, Chi-square

analysis was conducted for each variable assessing if statistically significant differences existed between the genders, the six agencies, and the male and female groups within each agency.

TABLE 25: RECRUITMENT METHODS BY GENDER

RECRUITMENT

<u>RECRUITMENT METHOD</u>	<u>TOTAL %</u> <u>YES</u>	<u>MALES</u>	<u>FEMALES</u>
Personal interest	89.4%	89.4%	90.2%
Influenced by a family member/friend	37.9%	38.2%	35.4%
Influenced by police officer(s)	35.6%	35.5%	36.6%
Recruitment officer	22.7%	22.3%	26.8%
Team of recruiters	5.6%	5.4%	7.3%
Volunteered in police sponsored activity	12.4%	11.3%	22.0%
Media advertising	12.1%	12.8%	6.1%
Other	7.0%	6.6%	11.0%

'Other' methods identified were: had a former career with another police agency or the military; worked as a summer student; civilian in a police department; school employment councillor; and been on a ridealong.

Chi-square revealed that there were NO statistically significant differences by gender, other than more female officers (22 percent) had volunteered in police sponsored activities than their male counterparts (11.3 percent). There were significant differences for the male group within the agencies for the following recruitment methods: personal interest and then applied (male 'yes' responses ranged from 83 percent to 95 percent), and volunteered in police activity (male 'yes' responses ranged from 6 percent to 30 percent).

SELECTION CRITERIA

The results, showing some of the criteria for the on-site agencies are summarized in TABLE 26.

TABLE 26: SELECTION CRITERIA BY AGENCY

SELECTION CRITERIA	YES TO ALL
Written examination Oral interview Education level Physical fitness test Fitness test prior to training	Halton London Moncton Delta RCMP
Special skills	Halton Moncton Delta RCMP
Personality test	Halton London Moncton RCMP
Cognitive test	London RCMP

The analysis of the selection criteria used by gender is shown in Table 27.

TABLE 27: SELECTION CRITERIA BY GENDER

SELECTION CRITERIA	TOTAL % YES	MALES	FEMALES
Oral interview	99.4%	99.3%	100 %
Written examination	94.1%	93.6%	98.8%
Educational level	90.3%	90.7%	86.6%
Personality test	58.0%	56.6%	69.5%
Cognitive ability test	52.1%	49.2%	76.8%
Special skills	24.5%	24.0%	29.3%
Medical examination	91.1%	90.6%	95.1%
Physical fitness test	52.2%	49.5%	75.6%
Fitness Test PRIOR to basic training	83.7%	81.7%	95.2%
Vision	88.9%	88.4%	92.7%
Age	70.0%	73.0%	43.9%
Height	67.9%	71.0%	41.5%
Weight	66.3%	69.3%	40.2%
Other physical requirements	7.4%	7.1%	9.8%

The nature of these 'OTHER' requirements were identified as: endurance; equity; and more in-depth medical examinations.

There were significant differences by gender in the use of the following criteria: personality tests and cognitive tests. In addition, there were significant differences for the male group within the agencies for the use of the following selection criteria: written examinations (ranged from 82.7 percent to 99.3 percent), skills (ranged from 10.8 percent to 32.9 percent), cognitive test (ranged from 29.3 percent to 66.5 percent); and by Agency for use of personality tests (ranged from 35.9 percent to 84 percent).

There were also significant differences by gender for the use of the following: physical fitness test, physical testing prior to basic training, age, height, and weight.

In addition, there were significant differences for the male group within the agencies for the use of the following physical requirements: physical fitness test (ranged from 31.9 percent to 73 percent); testing prior to basic training (ranged from 63.8 percent to 92.7 percent); height (ranged from 62.2 percent to 80 percent); and weight (ranged from 60.1 percent to 74.4 percent).

41.6 percent of the sample, (41.5 percent males and 42.7 percent females) indicated that one of the above selection criteria had a greater value in the selection process than the other. These varied in importance by gender.

TABLE 28

SELECTION CRITERIA OF PERCEIVED GREATEST VALUE

<u>SELECTION</u>	<u>TOTAL %</u> <u>YES</u>	<u>MALES</u>	<u>FEMALES</u>
Oral interview	35.9%	37.9%	18.2%
Additional physical requirements	19.2%	19.3%	18.2%
Educational level	14.6%	14.5%	15.2%
Physical fitness test	11.1%	10.7%	15.2%
Written examination	6.5%	5.9%	12.1%
Personality test	6.2%	5.9%	9.1%
Special skills	5.3%	4.5%	12.1%
Cognitive ability test	1.2%	1.4%	0%

'Special skills' included: language; ethnicity; and previous experience.

LANGUAGE

Both male and female officers indicated that in some cases their linguistic ability was a key factor in their being hired. The French language was most frequently mentioned followed by other languages such as Chinese, German, Polish, and Italian. In one case, skill with sign language was viewed as a definite asset in the person being hired.

ETHNICITY

Only a small number of references to either ethnic or gender characteristics were given. This was rather surprising given the focus today on hiring officers who are female or represent a specific ethnic minority.

PREVIOUS EXPERIENCE

No female officers responses alluded to the impact of previous work experience in their selection as a police offices. In contrast, a small number of male offices cited such factors as: military training, auxiliary police service, and previous police experience as having a role in their selection for employment.

BASIC TRAINING

As identified in Chapter Two, basic recruit training varies across the country and this is reflected in the responses from the sample. The following summary highlights the major aspects of training for the agencies. In addition, respondents may have trained within other jurisdictions prior to being hired with their present agency.

- B.C.:
Hired by agency first. Completion of basic training at Justice Institute of B.C., Police Academy.
- RCMP:
Hired by RCMP first. Completion of basic training course at the RCMP Training Academy in Regina.
- Ontario:
Hired by agency first. Completion of basic training at Ontario Police College, Aylmer.

•Maritimes:

Completion of basic training at the Atlantic Police Academy, in Charlottetown, P.E.I.. Candidates may be provincially sponsored or pay their own tuition and then are hired by agencies directly from the academy.

Ninety-five percent of the respondents had attended basic recruit training at a Police Academy (males 94.7 percent compared to 100 percent for females) and 93.3 percent indicated that successful completion was required prior to promotion to First Class Constable (males 91.9 percent compared to 100 percent for females). In addition, there were significant differences for the male group within the agencies for academy training (ranged from 82.7 percent to 100 percent) and training prior to first class status (ranged from 81.4 percent to 100 percent).

ON-SITE TRAINING

In this section, the following field training options were listed, from which the officer was asked to select those they had been exposed to during their basic training: formal field training program; assigned to work with an experienced officer; and other forms of field training. The six sites had formal field training programs and used both genders as field training officers. TABLE 29 identifies some aspects of the training methods by agency:

TABLE 29

ON-SITE RECRUIT FIELD TRAINING METHODS BY AGENCY

TRAINING	YES	# MALE FTO	# FEMALE FTO
Formal field training	Halton	16	04
	London	58	01
	Burnaby	07	04
	Surrey	14	03
	Delta	06	02
	Moncton	10	01
Experienced officer	Halton	n/a	n/a
	London		
	Burnaby		
	Delta		
	Moncton		

Other forms	Halton London Surrey Moncton	n/a	n/a
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'Other' forms of training included rotation through specialized sections; indoctrination; and personal safety.

Female officers are under utilized as field training officers as they are not proportionate to the number of female officers hired by the agency.

The following is the percentage distribution for the sample in total and then by gender for the on-site field training methods. Chi-square analysis was conducted for each variable assessing if statistically significant differences existed between the genders, the agencies, and the male and female groups within each agency.

TABLE 30: ON-SITE TRAINING

<u>TRAINING METHOD</u>	<u>TOTAL % YES</u>	<u>MALES</u>	<u>FEMALES</u>
Experienced officer	93.4%	93.0%	96.3%
Formal field training program	77.0%	75.6%	89.0%
Other types of field training	48.5%	48.4%	50.0%

'Other' forms of training identified were: classroom lectures; in-service training; updates on fitness; police officer with another agency; and self initiative.

There were statistically significant differences by gender for involvement in a formal field training program and by Agency, ranging from 64.2 percent to 83.8 percent.

ASSIGNMENT

The vast majority of respondents (93.7%) had been assigned to general duties following their basic recruit and field training programs were completed (males at 93.4 percent and females at 96.3 percent). Male constables had also been initially assigned to traffic, investigation, drugs, foot patrol, crime prevention,

court, dispatch and administration compared to crime prevention, drugs and GIS for the female constables.

The next question asked the respondents to identify the work assignment areas they had undertaken during their policing career.

TABLE 31: ASSIGNMENT AREAS BY GENDER

<u>ASSIGNMENT AREA</u>	<u>TOTAL %</u>	<u>MALES</u>	<u>FEMALES</u>
General Duties	98.7%	98.6%	100 %
Traffic	60.8%	61.6%	53.7%
CIB/GIS/Intelligence/ surveillance/serious crimes	54.9%	57.3%	34.1%
Administration/ Planning & Research	34.4%	35.7%	23.2%
Communications/Dispatch	29.2%	30.5%	18.3%
Courts	25.5%	26.4%	18.3%
Crime Prevention/ School liaison	24.8%	24.5%	26.8%
Drug Enforcement	24.6%	25.4%	18.3%
Training/ Education	19.7%	20.3%	14.6%
Jail	14.3%	15.7%	2.4%
Juvenile/Youth	10.9%	11.3%	7.3%
Vice	10.9%	11.1%	8.5%
Identification Unit	9.6%	10.3%	3.7%
Records	9.6%	10.0%	6.1%
Staffing/Personnel	9.3%	9.8%	4.9%
Marine	9.1%	9.7%	3.7%
Commercial Crime	8.9%	9.4%	4.9%
Crime Analysis	6.4%	6.6%	4.9%
Internal Affairs	6.1%	6.8%	0%
Canine	3.8%	4.1%	1.2%
Other	23.0%	23.7%	17.1%

'Other' assignments included: customs and immigration; organized crime unit; financial services; support services; and federal policing.

It is clearly apparent that the female officers were assigned to many different sections of policing, however there were significant differences where the female respondents were not as readily assigned compared to their male counterparts: administration; communications; criminal investigations; identification; internal affairs; and jail. Differential deployment of women officers was even more evident when controlling for length of service.

Analysis also revealed significant differences for the male group within the agencies regarding their variety of work assignment areas in: traffic; administration; communications; canine; crime analysis; crime prevention; criminal investigation; identification; internal affairs; jail; youth; marine; staffing; training; and other.

In addition, there were significant differences by agency and for both genders within the agencies revealing few officers had worked in commercial crime and vice.

PROMOTION

Thirty-eight percent of the male officers and 6.1 percent of the female officers had been promoted. Needless to say, these differences were statistically significant.

TABLE 32: PROMOTION DISTRIBUTION BY GENDER

<u>RANK</u>	<u>MALES</u> (n=701)	<u>FEMALES</u> (n=82)
Corporal	9.3% (n= 65)	3.7% (n=3)
S/Sgt. or Sgt.	23.1% (n=162)	2.4% (n=2)
Inspector	5.7% (n= 40)	0%

Chi-square analysis was conducted for each variable assessing if statistically significant differences existed between the genders, the agencies and by length of service.

There were significant differences in the respondents with promotions, by agency ranging from 24.9 percent to 46.1 percent. **TABLE 33** reveals the statistically significant differences by length of service.

TABLE 33: DIFFERENCES IN PROMOTION BY GENDER AND LENGTH OF SERVICE

LENGTH OF SERVICE	MALES (n=700)		FEMALES (n=82)	
LESS THAN 5 YEARS	YES	1.7% (n=1)	YES	3.7% (n=1)
	NO	98.3% (n=59)	NO	96.3% (n=26)
5 TO 10 YEARS	YES	2.4% (n=3)	YES	0%
	NO	97.6% (n=123)	NO	100% (n=30)
11 TO 15 YEARS	YES	16.9% (n=23)	YES	13.0% (n=3)
	NO	83.1% (n=113)	NO	87.0% (n=20)
16 TO 20 YEARS	YES	47.1% (n=74)	YES	50.0% (n=1)
	NO	52.9% (n=83)	NO	50.0% (n=1)
21 TO 25 YEARS	YES	71.0% (n=88)	n/a	
	NO	29.0% (n=36)		
26 OR GREATER	YES	80.4% (n=78)	n/a	
	NO	19.6% (n=19)		

The officers (N= 272) were then asked to identify from the following list of items the selection methods used to determine their promotion:

TABLE 34: SELECTION METHODS USED TO DETERMINE PROMOTION

METHODS	PERCENTAGE OF 'YES' RESPONSES			
	CPL.	SGT./ S.SGT	INSP	SUPT.
Performance Evaluation	91.8%	97.5%	94.4%	77.8%
Promotion Committee	56.7%	75.1%	83.3%	61.1%
Written examination	52.2%	82.7%	80.6%	33.3%
Oral Interview	52.2%	83.8%	100%	66.7%
Recommended by Senior Officer	49.3%	41.6%	66.7%	83.3%
Promotion Assessment Form	38.1%	45.2%	92.8%	38.9%
Written Essay	11.9%	41.6%	69.4%	38.9%
Psychological Evaluation	3.7%	24.9%	25.0%	22.2%

There were no significant differences in the methods used for the ranks (Corporal, Staff Sergeant and Sergeant) by gender.

At the Corporal rank there were significant differences in the use or lack of, all the above methods by agency, except for the use of performance evaluation; and the lack of use of assessment forms;

and variability in use or lack of for recommendation by a senior officer.

At the Staff Sergeant and Sergeant ranks there were significant differences in the use or lack of, all the above methods by agency, except for the use of: performance evaluation; and variability in use or lack of for assessment forms.

At the Inspector rank there were only significant differences in the use or lack of, a written exam and a psychological evaluation.

At the Superintendent rank there were No significant differences by agency. There tended to be the greatest use of an oral interview, promotion committee, performance evaluation and recommendation by a senior officer.

As shown in **TABLE 35**, Crosstabulation analysis revealed statistically significant differences in those officers who had received a promotion from those who had not, in the degree to which they enjoyed police work, their expectations about career, the effect of policing on their private lives and present morale. There were no significant differences between the groups in their attitudes about encountering stress and work-related experiences. The categories 'not at all' and 'somewhat' were consolidated and shown as 'Negative', while 'quite a lot' and 'very much' are shown as 'Positive'. The category 'reasonably' was not presented as only the outer parameters were viewed as relevant.

TABLE 35: PERCENTAGES OF ATTITUDES ABOUT WORK ENVIRONMENT FROM THOSE RECEIVING A PROMOTION AND THOSE WHO HAD NOT BEEN PROMOTED

ENJOYMENT OF POLICE WORK	NEGATIVE	POSITIVE
Not promoted	6.1%	72.4%
Promoted	4.8%	80.4%
MEET CAREER EXPECTATIONS		
Not promoted	19.8%	45.5%
Promoted	8.9%	63.3%
SATISFACTION IN PRIVATE LIFE		
Not Promoted	25.5%	30.4%
Promoted	15.2%	42.9%
PRESENT MORALE		
Not promoted	19.8%	42.0%
Promoted	13.4%	53.0%

PERSONNEL PRACTICES RELATED TO HIRING, TRAINING, OR PROMOTION

One question assessed if personnel practices on hiring, training or promotion of women officers were affected by: (a) Provincial Legislation; (b) Municipal employment equity policy; or (c) specific Department policy.

As shown in **TABLE 36**, there was considerable variability between and within the genders on responding to this question. For example, only 51 percent of the male group and 52 percent of the female group responded 'yes' to the effects of Provincial legislation on hiring. This was no doubt due to the effects of the 'Ontario Police Act' on Ontario agencies.

In addition, there were significant differences by Agency to Provincial legislation and Departmental policy. The agencies in Ontario were strongly affected by Provincial legislation and the

RCMP were the most strongly affected by Departmental policies on hiring, training and promotion of women officers.

TABLE 36: PERCENTAGE OF 'YES' RESPONSES RELATED TO HIRING, TRAINING OR PROMOTION BY EQUITY MECHANISMS

HIRING	TOTAL SAMPLE	MALE	FEMALE
Provincial legislation	50.7%	50.7%	51.5%
Municipal employment equity	25.5%	26.4%	17.9%
Departmental policy *	53.0%	50.9%	71.0%

TRAINING	TOTAL SAMPLE	MALE	FEMALE
Provincial legislation *	29.9%	31.0%	19.0%
Municipal employment equity	14.0%	14.8%	6.3%
Departmental policy	41.4%	40.7%	47.7%

PROMOTION	TOTAL SAMPLE	MALE	FEMALE
Provincial legislation	37.2%	37.6%	33.3%
Municipal employment equity	19.7%	19.7%	19.0%
Departmental policy	48.6%	47.5%	58.7%

* = Chi-square test is statistically significant by gender at the $p = 0.05$ level.

The majority of female officers (76.8 percent) and almost half of the male officers (48.1 percent) responded when asked to comment on the benefits and concerns which they had about hiring, training and promotion practises. The content analysis resulted in the following three categories: hiring and promotion; standards of police work; and, the emerging issue of gender equity.

HIRING & PROMOTION

Female officers indicated that equity policies and legislation have opened opportunities for more women to be hired into police work. Similarly, they felt equity legislation enabled more women officers to be seriously considered for promotion. The operative word here appears to be "seriously" since a number of women did not feel such was the case and respondents cautioned that suitability to be hired or promoted was far more important than meeting equity standards. They recognized the negative impact on morale that was surfacing through the promotional, fast-track process. Furthermore, such procedures were resulting in some women being promoted without the appropriate training and experience necessary for their new responsibilities. Standards were at risk of being sacrificed in the rush to meet legislative or policy expectations.

Some officers cited male officers as being reluctant to work for or with newly promoted female supervisors. Those feelings forced some female officers to perform at an even higher standard to earn their respect and co-operation. It was suggested that new legislation may be forcing departments to hire less-than-qualified women recruits simply to meet politically-enforced quotas. Several respondents felt this practise would only detract from standards of police service over the long term.

- "I am concerned that women are being pushed through training and kept in the department because they are women. We currently have at least two women who I do not feel comfortable working with."
- "I believe that too many male recruits are being overlooked because they are male and white."
- "Some would say that I benefited because I was fast-tracked to a position. Personally, it was very stressful and difficult. All credibility that I had earned over the years was now questionable."

Responses by male officers cited comparable benefits to those of their female counterparts. They saw such policies as increasing opportunities for more females to be hired and eventually promoted. They recognize the need to make police department staffing more representative of the community being served but without sacrificing standards in both hiring and promotion.

On the negative side, a number of officers saw these new practises and policies as resulting in reverse discrimination. Officers were being promoted based on gender rather than ability resulting in qualified male officers being overlooked. Male officers felt this was resulting in female supervisors who were not trained or experienced enough to take on the duties of their new

positions. Furthermore, a number of male officers reported such female supervisors were not being supported by senior department officers, thereby making their job even more difficult.

Much of the concern from male officers was focused on what they called politically driven policy. Policy which senior administrators had no choice but to implement despite its impact on morale, standards, and practises. Some offices felt this practise might cause a back-lash on service deliver by putting both police and public at risk from unsafe practises carried out by unqualified, but equitably correct, police officers. They stressed the need for maintaining both hiring and promotional practises which ensured the best qualified were chosen. Finally, a small number of officers felt equity practises were closing "windows of opportunity" for white, male officers resulting in a lowering of morale and dedication to the job.

- "Preference will be given to women as a rule as we have a lack of women."
- "We have no female supervisors at all and we should. Every employee from Sergeant on up is male and white. This is not right. There should also be some policy with respect to promotions to include women and minorities."
- "Fast-tracking females has a detrimental effect on morale."

STANDARDS

Female officers indicated that legislation and policy which dictated hiring of females and minority groups was threatening the standards of police service. They believed standards would suffer and officer morale would be impacted. A number recommended that police departments should not sacrifice quality for quantity.

- "My concern is legislating that a certain number of women have to be on a force will compromise standards."
- "We should have equal recruiting policies. If you do not meet requirements you do not get in, regardless of your colour or gender. If you do not expect special considerations you should be treated as an equal."
- "I am concerned that if the department is forced to hire disadvantaged groups that the quality of recruits will decline."

Male officers felt similarly and cautioned that standards had to be maintained to ensure both public and officer safety. One officer commented on the potentially dangerous situation where too many female officers are patrolling high crime areas without sufficient male backup should a crisis arise. According to several respondents, standards are being dropped to meet quotas which only results in internal morale problems. Efforts must be exerted to ensure that a system of double standards does not emerge. Female officers must work harder to be accepted under such perceived inconsistencies. In the same way, some officers felt that female officers who get the more comfortable desk jobs do so because they are unable to handle the physical requirements of regular Patrol and Investigation duty. This perception reflected a number of the concerns reported by male officers and seemed to represent similar examples cited by other respondents.

- "It is necessary to provide back-up more often for female members in anticipated violence-related calls."
- "Most females are quite capable of performing police duties but some cannot because of size, weight, and attitude."
- "The best qualified officers are being hired and promoted without a lowering of standards (physical or academic) therefore encouraging professional competence and departmental morale."

GENDER EQUITY

Responses in this category occurred less frequently and tended to be seen as concerns rather than benefits. Both male and female officers saw any attempt to reach a 50/50 ratio in gender hiring as being very unrealistic and impractical. Some officers suggested that equity hiring be based more on the percentage of offenders and victims who were female than the census distribution by gender in any one specific community. Similarly, male officers questioned whether the pool of qualified female applicants was large enough to ensure an equitable number of suitable female police candidates could be selected.

- "It is unrealistic to think that 50% of the females in this city will want to be police officers just to reflect a similar make up in the police department."
- "Finally there is a quota other than 100% white males."
- "A more realistic ratio would be female officers to female offenders in custody."

PERSONNEL POLICIES AND PRACTICES

MATERNITY LEAVE, PREGNANCY AND SEXUAL HARASSMENT

The survey explored three policy areas: maternity leave, pregnancy, and sexual harassment. With respect to each issue, the respondents were asked whether their departments had a written policy.

MATERNITY LEAVE AND WORK ASSIGNMENTS DURING PREGNANCY

Three of the agencies do not have a written policy on **maternity leave** compared.

Of those responding to the question (N= 704), the officers from the latter agencies were well informed that in fact, they did have a policy compared to the officers from the other three agencies who indicated definite confusion as to whether they had a policy or not (55 percent agreement and 45 percent disagreement). Ten percent of the sample did not respond. There were NO significant differences in knowledge of the existence of policy (or lack of), by gender.

None of the agencies have a formal written policy regarding **work assignments during pregnancy**. Of those responding (N=686), generally, three agencies were more correct in their responses compared to confusion from officers in the other agencies. Twelve percent of the sample did not respond. A greater percentage of the female officer group compared to the male officer group were incorrect, in that they thought there was a written policy.

Those responding (N=622), indicated from a list of five options their usual **department procedure(s) for work assignments for a pregnant officer**. Of those not responding to this question (n=161), only three were females. The actual general practice of the agencies was a combination of options to best suit the individual circumstances, with light duty per departmental practice as the most frequent option.

The percentage distribution is presented in **TABLE 37** for the sample in total and then by gender to assess knowledge about departmental practice for work assignments for pregnant officers.

TABLE 37

KNOWLEDGE OF POLICY REGARDING WORK ASSIGNMENTS

The following represents the 'YES' responses:

<u>ASSIGNMENT</u> (N=622)	<u>TOTAL %</u>	<u>MALES</u>	<u>FEMALES</u>
Light duty as per written policy	59.2%	58.0%	67.1%
Light duty at the woman's request	38.9%	39.4%	35.4%
Light duty at the discretion of her supervisor	18.2%	19.0%	12.7%
Continue on regular assignments until she goes on leave	3.2%	3.1%	3.8%
Other	8.0%	7.4%	12.7%

The 'Other' category indicated light duty as per departmental practice. There were NO significant differences by gender.

From the responses there seems to be a general consensus that the female officer is placed on light duty but chi-square analysis indicated a considerable variability between and within the agencies about understanding the methods used, regardless of gender.

The respondents were asked to indicate any benefits and/or concerns they might have as a result of /or lack of these policies and/or procedures. Seventy percent of female officers and 32.1 percent of the male officers responded to this question. Analysis revealed the following six categories: the non-replacement of officers when on Maternity Leave; the automatic assignment of pregnant officers to light duties; officer safety; paternity leave; general policy practises; and, the placement of pregnant officers in positions of less risk.

NON-REPLACEMENT OF PREGNANT OFFICERS ON MATERNITY LEAVE

Female officer responses focused on the general concern of staffing and the fact that women off on Maternity Leave were not replaced, thereby leaving their shift short an officer. According to some responses this sometimes angered male officers who took out their anger on other female officers not on leave.

- "As more women join the service, it will become an issue of staffing to replace women when they become pregnant."
- "When a female is on Maternity Leave she is still assigned to the Watch and this leaves a space open that cannot be filled. It shorts people on the road and the Watch as a whole."
- "Something must be done so that the force does not lose a working member and leave a section short manpower."

Male officer responses echoed the short-staffing problem reported by their female colleagues. They went on to indicate that in some cases the on-leave officer decides to resign her position while on leave which further extends the delay in back-filling the now vacant position. Several responses expressed the concern that as departments move towards gender equity in representation, the potential for significant numbers of female officers being on Maternity Leave at one time increases, and without funds to temporarily staff those vacancies, departments could find themselves facing a serious staffing shortfall.

- "The absence of the member from the shift for long periods results in a shortfall for the shift or department from which a replacement is found."
- "My only concerns will be in terms of availability of manpower as the number of women increases in the workforce. There is the potential for several police women to be off on Maternity Leave at once."
- "Pregnant women should be removed from front-line duty but be replaced so that the force is not short-staffed."

AUTOMATIC ASSIGNMENT TO LIGHT DUTIES

Male officers primarily gave responses negative which addressed the factor of assigning pregnant officers to light duties can be viewed as negative. They were very much against this practise given the impacts it had on other officers, including: blocking job opportunities for other officers; bumping officers from these positions to accommodate the pregnant officer; and cases of discrimination where male officers who were injured but could work at light duties were denied such assignments in favour of a pregnant officer. One female officer also expressed concern about bumping staff to accommodate pregnant officers.

- "I don't feel that anyone should be bumped out of a position because a woman gets pregnant."
- "Female officers are being put in positions (such as C.I.B.) when pregnant without having to compete for that position. This affects those male officers who have been competing for those positions over a period of time. This wait gets extended every time a pregnant female officer steps into the position."
- "Pregnant officers are assigned to desk duties for six months. Injured officers (male or female) who are fit for light duty are usually required to use their sick leave due to the fact that desk duty is not available due to pregnant officers."
- "My only concern is when a female officer is given other duties because of pregnancy. This blocks opportunities for the male officers."

OFFICER SAFETY

Both male and female responses as to increased officer safety reflected two perspectives. First was the safety for both the mother and the unborn child; and second, was the secondary safety ensured to other officers when the pregnant officer was removed from situations in which their condition might place others at risk under certain kinds of conditions. One male response also reported on the lowered risk to the public when pregnant officers are not required to respond to situations normally handled by physically capable staff.

- "It is a good idea from a safety/health perspective."
- "I personally feel it is good to have a pregnant officer off the road for the sake of safety of the officer and fetus."
- "The benefit is the officer's safety and the safety of other officers working with the pregnant officer."
- "Police work has its violent moments. Reassignment ensures the safety of the unborn child, physical safety of the member, and eliminates the issue of vicarious liability."

PATERNITY LEAVE

Although the responses from both genders were limited in this area, both reported that there should be similar leave policies for male officers to go on Paternity Leave. One response indicated that males in their department had to use up annual leave time in

order to stay home to help with the family when their spouse was pregnant. One other issue was raised which had to deal with the perceived unfairness in the practise of allowing a female officer on Maternity Leave to continue carrying seniority. This was seen as unfair to males and those female officers who have never taken such a leave.

- "Male officers are not allowed special time off when their spouse is pregnant."
- "Seniority continuance during leave is unfair to male officers or females who never take Maternity Leave."
- "The only concern I have is that there is no Paternity Leave for male officers, instead I am required to use up all my annual leave."
- "I am concerned that all parties will not be treated the same without written policy."

GENERAL POLICY

Female officer responses saw the presence of pregnancy policies within police departments as a much needed and welcomed fact. They saw such policies as allowing the woman to continue to serve the department without feeling like a liability. Some responses viewed such policies as being attractive ways of encouraging more women to consider policing as a career. It would also encourage women to stay in the career rather than prematurely ending it.

- "A policy must be in effect in order to attract and continue to employ females who wish to have children. This deters women from staying in the field once they are pregnant."
- "The policy that our department has concerning a pregnant officer is more than adequate and very straight forward. On two occasions it applied to me, and I did not encounter any problems from when I first notified the administration until such time as I completed my leave."
- "This allows the member to work up to as close to their 'due date' as possible."

Male officer responses for the most part echoed the positive aspects of a department having a policy to deal with pregnancy. It encouraged women to consider a career in policing; ensured pregnant officers would be looked after both on and off the job; reduced the anxiety and guilt of some women about becoming pregnant; and represented a civilized and mature approach to dealing with a

normal process. Only a couple responses were not supportive and those questioned whether policing should be considered as a career during a woman's child-bearing years.

- "There is a lack of an existing policy. We are governed only by a collective agreement which indicates that management in general has little or no concern for women officers in this area."
- "This overall flexibility, through lack of set policy, gives the department and individual members more control to customize their requirements around their mutual requirements and needs."
- "There should be something in place by way of a written policy. Not only outlining light duty assignments for a pregnant member, but also something in writing compelling the female officer to notify a supervisor forthwith upon learning of a pregnancy. I know of some who have waited too long before taking on light duties and this could be detrimental to the fetus."

LESS RISK

Only female responses fell within this category. Some responses saw duties for pregnant officers, which were of lower risk, more as a hinderance than anything else. In particular, when less risk meant putting the pregnant officer on front desk duty some responses questioned whether such duty was in some respects potentially more hazardous than other routine patrol duties. Other responses questioned the value of the light duty job to the woman's own career development and job satisfaction. On the opposite side, a couple of responses indicated that getting pregnant might ensure the woman has the opportunity to access more challenging and interesting kinds of work. Similarly, such positions/duties allows departments to put experienced pregnant officers into them which increases the potential for the job to be well done while at the same time providing these women with new challenges and more variety.

- "I am concerned that a female can be placed anywhere where there will be no physical risks depending on the decisions made by supervisors.... Pregnant officers could be placed in more fulfilling positions than they are now if positions were available."
- "Light duties seem to get interpreted as administrative duties after leaving an unfulfilled vacancy in the operational end. There is no reason a pregnant member could not do operational light duties. This would result in her doing her share of work in the operational position she was assigned."
- "Mundane office jobs for pregnant officers creates boring maternity time."

SEXUAL HARASSMENT

Two agencies do not have a written **policy on sexual harassment**. Of those responding to the question (N= 727), the officers from agencies with policy were better informed of whether they did or did not have a specific policy. Seven percent of the sample did not respond. There were statistically significant differences in knowledge of (or lack of) the existence of a policy by agency and gender, with female officers having a greater knowledge about policy than male officers.

Three agencies do not have a formal written policy regarding an **established internal procedure for handling sexual harassment complaints**. Of those responding (N=702), most of the officers from agencies with policies were knowledgeable about procedure compared to officers in the other agencies. Ten percent of the sample did not respond. There were statistically significant differences by gender and within each gender in their knowledge of the existence of established internal procedure(s) for handling sexual harassment. Generally, females were more knowledgeable about procedure than their male counterparts; however, there existed confusion within both genders.

The respondents were asked to identify any benefits and concerns that they had as a result of (or lack of) a sexual harassment policy and/or procedure. Forty-three percent of the female and 32 percent of the male officers responded to this question. The content analysis revealed the following three categories: the pros and cons of policy; guidelines and abuses; and, application.

PROS AND CONS OF POLICY

In general, those female officer responses which saw value in a sexual harassment policy indicated that it was long overdue. The existence of a policy was seen as advantageous to resolving harassment concerns in a fair and just manner; and, provided officers an opportunity to voice their concerns to individuals who were willing to listen.

On the negative side, some responses questioned the political motivation behind such policies since in practise they tended to lack a quality of humanness. Male officers were seen as resenting the policy or misconstruing its true intent.

- "The policy is misconstrued."
- "Any obvious abuse of anyone else's rights can be discussed, maintained, and dealt with in a fair manner."
- "The policy affords officers the opportunity to voice concerns to someone who is willing to listen."

Male officer responses of a positive nature supported the idea that such policy was long overdue. It was seen as a way of ensuring people are treated as human beings and with equal respect. A few responses viewed the presence of a policy as support from management for the presence of female officers and a clear message that sexual harassment would not be tolerated with either gender. One response in particular was most interesting in that the respondent clearly saw such policy as a way of improving male officer morale given that they now had a means with which to deal with observed harassment by either gender.

On the negative side, a large number of responses addressed a number of issues. Some responses felt harassment policies widened the gap between the sexes and laid open the possibility of trivial complaints, distrust, alienation of staff, manipulation and freedom of expression. A number of responses indicated that departmental policies were not necessary since cases could be dealt with under the Criminal Code of Canada. The impact of special interest groups (eg. fringe feminists) was reported as the sole initiative behind such policy and this was criticised. A small number of responses questioned whether such policy and practise were being taken seriously thereby creating a "lip-service" environment.

- "Such a policy is in place to address those instances when an officer is not treated with respect as a human being. It is absolutely essential that such a policy be in place."
- "This policy is not required and in itself is causing difficulties where in previous years there were no problems."
- "The women hired as equals should be treated as equals and not be harassed as a result of their gender."

GUIDELINES AND ABUSES

Female officer responses were limited in this category and made reference to the possibility of being too sensitive about the issue. On the other hand, male officer responses indicated that such guidelines clearly establish the boundaries of acceptable and non-acceptable behaviour. This raises awareness at the same time as providing clear guidelines for dealing with infringements and serves as a deterrent.

Male officers, however, were concerned that too broad a definition increased the potential for abuse of process and misinterpretation. Some responses were also concerned with how harassment policy was impacting negatively on the work atmosphere, especially when it came to verbal interaction among staff.

- "This provides awareness and sensitivity to the issue, and acts as a guide to deal with harassment problems."
- "Females will take advantage of the opportunity to attain an advantaged position."
- "When the policy is formally written everyone knows that it exists and that the boundaries are spelled out. That probably acts as a deterrent."
- "It is possible to be too sensitive to remarks."

APPLICATION

Female officer responses in this category were primarily negative in nature. Most of these reflected the perceived negative impacts on working relationships when harassment has been reported. Women feared reprisals or the spreading of unjust rumours by male officers. Others felt that the presence of a policy and its procedures have done nothing to reduce various harassment practises by either gender.

- "A written stance against harassment has not deterred unwanted pinching, hugging, slapping, and sexist remarks that are experienced every day."
- "The policy is good, but there is also peer pressure by male officers not to report harassment followed by severe ostracism if you do. This is taken to the dangerous point of male officers not backing up female officers in serious situations on the street."
- "How can you complain when the shift will turn against you if you do. Other females have voiced concerns to me. You are expected to take it, which I do and am prepared to do for the duration of my career."

Male responses of a negative nature focused on the lack of equity in applying harassment policy. Women's complaints were perceived as getting more attention by management. Women were also seen as using the policy to gain certain advantages.

On the positive side, male responses supported the way the application of policy guidelines was handled and saw them as clear and equitable in their applications.

- "Clear, consistent application of fair policy ensures that everyone has the proper protection afforded to them by legislation."
- "A police officer is a police officer. Why do females need special policies?"
- "A complaint from a female member is perceived as carrying more weight than one from a male and as a result have been used to cause unfounded investigations."

ORGANIZATIONS

The respondents were asked if their department has a formal organization or group that meets periodically. The Municipal agencies meet formally via their police union associations. Female officers, although they are association members, tended not to participate in leadership roles. Halton is the only agency in which there is an additional formal group organized for their female officers. The RCMP do not have a police union, however, each Division has at least one 'Division Staff Relation Representative (DSRR)'. These individuals are the elected representatives to speak for all the members. They visit their Division detachments to determine any problems from the members,

sit on promotion and grievance boards, and twice a year meet with the Commissioner to present issues pertinent to the membership. There are no female DSRR's.

The majority of the officers regardless of agency or gender, indicated they did not have an informal group that met periodically. Informal groups tend to exist more within the work assignment areas than being agency or gender based. More women compared to men indicated they felt excluded from the informal get-to-togethers where men do business.

Officers were asked to cite any benefits or concerns that they had about the presence (or lack of) formal or informal groups. An analysis of the male and female officer responses (30.3 percent and 39 percent, respectively) resulted in the identification of three specific categories. They include: gender-specific groups; benefits and/or concerns; and the role of unions.

GENDER-SPECIFIC GROUPS

Female responses included a number that were supportive of the presence of such a group in their department. Such groups were seen as fostering mutual respect; allowing women the chance to share similar concerns; creating a venue for venting job frustrations; and being supportive.

On the negative dimension such groups were viewed as causing more problems than they resolved (eg. alienation and harassment by male and female peers); increasing pressure on some women to join in when they did not feel the need; and, giving rise to myths about what goes on in such meetings. One female officer in particular saw such groups as unproductive and discriminatory.

- "Although the female committee benefits policewomen in a number of issues, it is believed that the committee may be slightly resented by the male officers."
- "I do not feel women should have a separate group as it only isolates them further and shows that they are different. We should meet as a group, male and female. I believe that this would ensure more mutual respect."
- "A small group of policewomen have tried to have informal gatherings with the other policewomen in an attempt to form allies and offer support. For some unknown reason there is no interest for this networking. The majority have this "me against the world" attitude and are obviously content. I personally feel it will be their downfall."

Male officers reported fewer positive aspects than their female counterparts but a couple of responses did report the value of having a gender-specific group which allowed gender issues to be shared and discussed.

On the negative side, male responses for the most part saw problems with such groups. These included: unwanted segregation; distrust; and, alienation. A number of responses expressed frustration with the fact that women officers were granted leave or overtime to attend meetings with other female officers but such was not the case with the males. There was a concern that gender groups enhanced the formation of work barriers and inhibited the development of a team spirit. Some responses indicated that this was a way to give women preferential treatment.

- "Women do not have a group yet and never should. They work with the rest of the police personnel because that is what they are. If they have a woman's group it probably would cause segregation. Therefore, should the men form a group? That would probably be seen as harassment of some sort."
- "This group would provide a forum for specific concerns relative to female members only. This would help to develop a free and open communication line between female officers and would provide a more united identification of issues."
- "The creation of a separate women's group was necessary (when more female members first came to the service) to address issues unique to their gender. The concern I have now is that the separate group reinforces the myth that all officers are not part of the same team with common goals."

BENEFITS AND CONCERNS

For the most part, female officers viewed formal and informal groups as boosting morale, fostering creative thinking, enhancing the sharing of information, and promoting a spirit of togetherness. One officer even saw it as a means to release job-related stress by sharing feelings and reactions.

- "Segregation between police sections leads to no interpersonal relations, low morale, and resentment between divisions."
- "Segregated groups allows the sharing of information, discussion of new policies, and the opportunity to meet new personnel."
- "It would be nice to be able to collectively air our cares and concerns with the ultimate goal of it being addressed to management/middle management levels."

Male responses cited similar reactions and were supportive of groups which specifically involved relaxation outside of the work environment. Such groups also fostered companionship and increased the feeling of camaraderie among members. The fact that such groups could also address common problems was also indicative of their value.

On the negative side, the small number of responses indicated a concern over the lack of management support for such groups as well as the limited value perceived from some group activities.

- "This allows problems and concerns to be addressed by all, as allows for support when required."
- "It enables members to relax in a non work environment and get to know others better."

ROLE OF UNIONS/ ASSOCIATIONS

This category surfaced repeatedly in the responses of male officers. It was readily apparent from their responses that male officers saw the local Police Union or Association as the key group to which any officer, regardless of gender, could turn for whatever was needed. Many responses praised the value of this group and indicated that all needs could probably be met through this venue. The lone female response supported this view.

- "The only meetings that take place once a month are union meetings. I think it would be good to have informal meetings even if it would only be to socialize with spouses, etc."
- "We work under a Police Association that meets monthly and which attempts to protect the working rights of both male and female officers."
- "All members belong to the Association that represents all members, male or female."
- "Personally, I am confident that my Police Association (open to all members) would serve me well."

LEAVE OF ABSENCE

The majority of the respondents (91.5 percent) indicated they had 'Never' been on a LEAVE OF ABSENCE of greater than three months; 6.1 percent had once, 1.8 percent had twice, and 0.6 percent had three times. As shown in **TABLE 38** there were statistically significant differences by gender, as 31.7 percent of the female group compared to 5.7 percent of the male group had been on LOA for greater than three months. There were NO significant differences by agency.

TABLE 38

LEAVE OF ABSENCE GREATER THAN THREE MONTHS BY GENDER

NUMBER OF LOA'S	MALES (N=701) YES (n=40)	FEMALES (N=82) YES (n=26)
0	n=661 94.3%	n= 56 68.3%
1	n= 31 4.4%	n= 16 19.5%
2	n= 7 1.0%	n= 7 8.5%
3	n= 2 0.3%	n= 3 3.7%

The main reasons given by gender for the leaves of absence were:

<u>REASON:</u>	<u>FEMALE OFFICERS (n=26)</u>
Maternity leave	17 occasions, ranging from 6 months-14 months
Personal injury	2 occasions ranging from 3 months to 4 months
Medical	6 occasions ranging from 3 months to 6 months
Education	3 occasions ranging from 10 months-18 months

	<u>MALE OFFICERS (n=40)</u>
Personal Injury	10 occasions ranging from 3 months to 10 months
Medical	24 occasions ranging from 3 months to 18 months
Family reasons	1 occasion for 15 months
Education	6 occasions ranging from 4 months to 18 months

There were significant differences by agency for maternity leave as female respondents from two agencies had never had any maternity leave. There were significant differences for education by agency which affected male respondents from only three agencies and female respondents for one agency. There were no significant differences by agency for the other reasons. There is also a possibility that the percentage of respondent's leaves for education may be higher than reported as some may not have reported language training as an education leave.

Of those respondents (N=66), who had taken a leave of absence, 83.1 percent stated that their department did not have any staff positions, programs or policies specifically designed which had assisted them back into the day to day operations following their leave and 16.9 percent indicated they had been involved in a formal network. There were no significant differences by gender. There were significant differences by agency as all the respondents from three agencies clearly indicated there were no formal networks while there was a mixed response from the remaining three agencies.

The majority of respondents (78.5 percent) who had taken a leave indicated there were no informal networks existing that had assisted them back into the day to day operations and 21.5 percent had received support. There were significant differences by gender in that 96 percent of the female officers had received no support from informal networks compared to 67.5 percent of the male officers reporting no informal networks. There were no significant differences for the support received from informal networks by agency.

Officers were asked what formal or informal networks were in place to assist them upon their return to official duties after

being away on an extended Leave of Absence of greater than three months. Female officer responses fell into two distinct categories: assistance and pressure to return. Male officer responses fell only within the assistance category.

ASSISTANCE

Female responses which viewed such assistance as beneficial cited the presence of job-sharing as a supportive way to not only maintain one's career but to also ease back into the job. Other responses addressed the value of support groups within the department which gave women the venue to discuss concerns and problems encountered as they re-entered the working world.

Most of the negative concerns were directed at departments which lacked such support networks and where such groups would be seen as beneficial. Responses indicated that such networks would be especially helpful to re-orient officers to procedures as well as update them to various procedural and legislative changes that may have come into existence after the Leave of Absence had been started.

- "Formal and informal networks would have been beneficial to help update oneself on changes in laws, etc. Also, to discuss concerns about leaving your child and returning to work, child care problems, etc."
- "A support group allows females to discuss problems that they have in common. You don't have to feel alone."
- "I felt that the responsibility was on my shoulders to update myself on current policies after being on Maternity Leave. It might be nice to have a day to clean up any administrative concerns and to read policy."

Male officer responses of a positive nature cited examples of where returning officers were partnered with another officer to assist with the re-adjustment back into a regular routine. Some responses referred to the existence of department-run refresher courses and up-date sessions which assisted with the back to work transition process.

On the negative side, some responses were critical of the lack of such programs or practises in some departments. The need was apparent but so far nothing has been set in motion to fill the void.

- "There exists an informal understanding by most supervisors that a person should be 'paired' with someone else until the person returning is apparently capable of performing with confidence and competence. It is not policy and it is not consistent. It is rare that formal training is offered."
- "I believe it puts stress on members returning from extended leave if no one is around to assist them in handling the changes."
- "The department appears to show concern for the member in an attempt to get the person back to work."

PRESSURE TO RETURN

As indicated above, only female officer responses were found to fit this category and those were negative in nature. The few responses indicated that in some cases officers were being pressured to return to active duty earlier than was physically appropriate. In these cases the shortage of staff was cited as one reason for such pressure, resulting in concerns for both the returning officers' health and safety.

- "I believe that our department often pushes people to come back to work too fast, especially for compensation injuries."
- "There is enormous pressure to return to work before you are ready due to staff shortages which impacts on safety and health."

FUTURE TRENDS AND FEMALE ISSUES IN POLICING

The final question in the questionnaire addressed two specific issues: (a) assuming a future increase in the participation of women in policing, what do you see as the principal results of this trend? and, (b) any additional comments you may wish to make that you think may assist in future efforts to understand female personnel issues. All the female and 75.6 percent of the male officers responded to the question.

Crossing the major categories, the following systemic barriers to women were apparent:

1. The Barrier of Traditional work centred on blaming women for absenteeism due to pregnancies, stress leave, and family responsibilities resulting in more officers being required to handle calls for service; cultural beliefs about women's roles; sexual harassment; differences in deployment of assignments; and being incapable of dealing with violent incidents.
2. The Barrier of Credibility focused on not taking women seriously; women were only interested in getting husbands; on false beliefs and misconceptions about equity issues affecting hiring practices, training, and promotions; proving competency; and the delivery of service to the community.
3. The Barrier of Assumptions evolved around the commitment to policing as a career; stereotypes regarding assignments; having a female partner would cause domestic problems; and public dissatisfaction and complaints about police women.
4. Self-made Barriers where women limit their opportunities for advancement by underrating their ability; try to do the job like a man; tendency to suppress gender-based qualities or experiences rather than incorporate it explicitly into occupational life; sit in silence in meetings; work the minimum number of hours; and, do not compete in the promotional process.
5. The Barrier of Isolation. Due to the relatively small number of women in policing, especially in some agencies, networking, both formal and informal, mentoring, proved to be limited resulting in feelings of isolation and lack of support.

The content analysis for these questions reflected the following five categories: (a) leaves; (b) physical capacity and the potential for violence and injury; (c) trends; (d) standards on hiring and promotion; and, (e) equity issues.

LEAVES

Female officers envisioned an increase of pregnancy leaves with the hiring of more women resulting in short-staffing burdens on those officers still on active duty because of existing practices. They stressed, therefore, the importance of developing more realistic policy and practices for dealing with back-filling positions during pregnancy leaves. It was pointed out that the incidence of women resigning from the agency to cope with family responsibilities would also continue unless policies were developed that allowed them to more easily combine career with parenthood

(eg., job sharing). These situations were seen as impacting negatively on morale across the department. In general, they called for better personnel practices on such things as: job sharing; day care services; flexible work scheduling; support groups for working officers; pay benefits while on maternity leave; and, structured leave of absences.

- "Returning from maternity leave was very difficult. A possible solution is a job sharing policy."
- "A 24 hour day care service would be beneficial for both male and female officers".
- "Women are still the primary care-givers for children and the elderly, some programs should be instigated to ease these problems at work... family issues must be identified as important."
- "More women will result in more absence due to pregnancy. Therefore, an effort should be made to have women replaced while on maternity leave; this may alleviate guilt for the females and resentment from the males."
- "Job sharing for men and women will be important in the retention of personnel; as well as flexible work schedules."

Male responses supported their female cohorts about the impact of maternity leave on short staffing situations as well as the loss of trained police women who resign to stay home and raise their family. Other responses expanded on these concerns by focusing on the increased tax burden to the public to train new officers to replace those who had resigned; or the increased risk to both police and the public because of not back-filling positions. Male responses saw value in having female officers serving in relief positions, which would enable them to balance the family and the career responsibilities. There was an expectation that job-sharing and replacing officers on leave would become regular practices thereby eliminating job barriers which are very evident in today's police culture.

It was perceived that women tended to take more sick time than males, therefore, resources had to be maximized to ensure coverage during these periods. The concern about light duty positions was raised and some officers thought the practice of automatically assigning pregnant officers into such roles prevented access to such jobs for male officers recovering from injuries and illness. It also reduced opportunities for work experience in these positions. This was viewed as an inequity and one that had to be addressed with the increasing representation of women. Some male respondents stressed the importance for departments to develop policy and practices to deal with such issues.

- "Increasing numbers of female officers will cause problems if they have maternity leave at the same time; male officers will have to be shuffled around to various platoons to cover for maternity leave and light duty."
- "The administration will have to realize a certain number of officers in a given year may be absent having children. It would be a positive step to have a greater recognition for family/career problems that may arise."
- "This job is not easily compatible to women or men who are raising a family which is their number one priority'.
- "A lot of female officers decide to stay home with their children. It would be possible to have these fully trained officers work part-time, perhaps several days a month to add more coverage during peak times i.e., on week-ends and holidays.

PHYSICAL CAPACITY and the POTENTIAL FOR VIOLENCE AND INJURY

Female responses reflected a concern that increased numbers of women officers could result in possible risk to police encountering violent situations, especially when male backup was not available. It was recognized that male strength in violent situations was sometimes necessary and that injury was definitely a possibility without such support. A few respondents stressed that women can be as competent in physical situations as their male counterparts if trained properly. Violent situations however, were not as common an occurrence in comparison to the other types of calls for service and female officers tended to use their wits and tack resulting in a definite reduction of use-of-force reports. Others indicated that women were very valuable in surveillance and undercover operations as well.

- "Male officers have negative attitudes because women cannot fight and avoid these types of confrontations."
- "Policing is no longer a job where only tough men are effective. A females physical strength is obviously not equal to men; however, through training and effective equipment we are capable of restraining a larger person".
- "... our police service wants to expand the female population to 50 percent, this makes me nervous. We definitely need male officers for a number of safety reasons when encountering volatile situations."
- "Female officers rely more on tact than on physical intimidation. I think there would be less use of force reports."

Male responses attested to female officer's better skills in dealing with victims, female offenders, report writing and public relations. They envisioned that with greater numbers of female officers a decrease in excessive force complaints would occur and that other strengths of female officers (ie., tact and verbal skills) would surface to take control of potentially dangerous situations.

Many responses were focused, however, on a female police officer's inability to handle violent situations and her avoidance of confrontations until male officers brought the situations under control. The lack of physical strength was cited as the prime reason for this. This behaviour was seen as putting both male officers and the public at risk of injury. This behaviour also fostered the belief that female officers could not be counted on as back-up in potentially violent situations. Some officers referred to the practice of some female officers to stand back or be hesitant in a physical confrontation as indicative of their fear of the situation. Given a perceived lack of physical strength, an increase in the use of deadly force (ie.; firearms) was also seen as a possible result of increasing female officer personnel.

Increases in the numbers of female officers could also prompt a rise in violent encounters by offenders intent on avoiding arrest. Similarly, there was a concern that some violent situations or suspicious behaviours would go uninvestigated out of the women's concern that injury might ensue.

- "I am convinced that body weight and size play an important part in policing at the street level. I have noticed a reluctance on the part of female officers to stop a car load of males or to go into potentially dangerous situations alone."
- "Female officers are more likely to pepper spray violent suspects than male officers..."
- "Some victims feel more embarrassed speaking to a female officer, not all women are suited to conduct sexual investigations."
- "Policing is becoming more community oriented and less militaristic, therefore, there is no longer a need for the burly police officer."
- "In situations involving violence, many male officers feel a responsibility of protecting a smaller, weaker, female member. Recent physical requirements involving PARE or POPAT tests have helped a lot."
- "There will be a decrease in excessive force complaints due to active integration of women as street policing styles will differ."

TRENDS

The majority of the female officers cited that increasing numbers of women would eventually resolve the current problematic issues of pregnancy leave, job sharing and harassment. As more women were promoted to management positions many of the biases would disappear, especially as the "old-guard", hard-line officers retired.

There was a perception that public attitudes towards policing would improve as use of force encounters would be reduced and there was the establishment of a more victim-focused approach to service delivery. Some responses indicated there would be a strengthening of community policing practices along with its concomitant problem-solving skills.

Finally, a number of responses cited that there would be an improvement in collegial relationships with a reduction in the distrust between the genders.

- | |
|--|
| <ul style="list-style-type: none">• "Women in policing offer different approaches to solving police problems."• "Society will become more open-minded about the changing role of policing... they will become more comfortable with the idea of women police officers." |
|--|

Male responses saw both negative and positive trends emerging from the increase in female officers. They stressed the value of female officers skills in dealing with family violence and child-abuse situations. They saw women officers capable at handling female offenders as well as improving the perception of police work with the general public. Many respondents indicated there would be increases in credibility; a better balance of service delivery; and a greater representation of population demographics resulting from this trend.

The promotion of women into managerial positions was viewed by many as positively changing the work environment through less aggression, a sensitivity to public needs and a greater balance to internal force policies. An increase in female officers could provide more positive role models for young women and serve as an incentive for quality, female candidates to apply.

Male responses also predicted a change in the police culture with the increase in women. An increase in different career tracks and in general, a more educated force to adapt to the needs of society.

On the negative side, respondents indicated that the quality of overall police service would reduce with an increase in female officers. The quality of work and officer morale would decrease. It was cited that a risk of potential injury, interpersonal problems and job dissatisfaction will all increase. Others believed that as male officers will be assigned with all the physical tasks, especially since most offenders were male.

- "This trend will benefit the force. Women have proven themselves as capable peace officers."
- "A police force should not attempt to obtain a gender ratio of 50/50 as police deal with male offenders more frequently than female offenders. However, there is an equitable ratio that requires hiring more females."
- "As long as both genders complement each other it should result in positive, effective, and efficient policing methods. Women are entitled to the same equal opportunity as men and there should be an equal balance of both."
- "A strong emphasis on community based policing and a lesser emphasis on traditional police activities."
- "Poorer police quality of work.... Female officers are not as dedicated to the duties of law enforcement, they do an adequate job on a day to day basis but lack the drive and motivation to get more than just the job done.... most women do not understand the real world of most young male criminals."
- "More problems relating to relationships between officers who work together."
- "Most male police officers who have joined the service during the last ten years will probably have a more positive outlook about women in policing because women were already in policing. This increasing trend is long overdue. Older members are more difficult to change...."

STANDARDS ON HIRING and PROMOTION

The female officers stressed the need to involve more women in hiring and promotion competitions. In particular, it was pointed out that by placing female officers on such panels would ensure a more realistic perspective in selecting new female recruits and promoting women into positions of higher rank. Respondents identified an increase in departments which re-think their standards for selection and promotions given the hiring of more females. There was a concern that the push to hire more women will result in less qualified women being hired and subsequently promoted. Criteria for promotions are needed to ensure the fair selection of both men and women. Respondents stressed the

importance of preparing women for promotion as is the case with males.

There was concern that hiring and promotion equity programs were causing problems with department morale and eroding good working relationships between the groups. Most of the females were concerned about maintaining or developing consistent standards. The presence of a few, perceived 'unqualified' female officers will impact on the overall credibility and value of the other female officers and also cause male resentment towards women in policing. Some women felt reverse discrimination towards the white male was already occurring and this would only further escalate resentment towards women. This is having a distinct impact on the working environment and is resulting in greater turnover rates and requests for transfer from stressful work assignment areas.

- "I see an increase in hard feelings between male and female members, there is anger, jealousy, hostility at the hiring practices. This prejudice will make an unhappy work environment that some women will not be able to tolerate and as a result will transfer or resign."
- "Men must also get the same opportunities for hiring and promotions, otherwise there will be a lot of resentment, this will make it even harder for the female officers."
- "It will be disastrous for the rest of us, if women are hired that are not physically competent for this job."
- "There needs to be a re-evaluation of the selection and promotion criteria based on performance ability."
- "Legislated equity programs can have a serious back-lash on women if women are pushed through the police academy and there are not standardized criteria. It is not that it is a difficult job, but it takes a certain personality to deal with the criminal element as well as the male co-workers."
- "Must have female members involved in recruiting, staffing and other critical areas."
- "It is not good for morale or for the credibility of women if they are promoted earlier than men only on the basis that they are women."
- "The emphasis should be on recruiting competent women not just any woman... If she is incompetent she should be fired."

Male responses supporting female hiring and promotion practices were qualified by the need to ensure standards were maintained in both activities. This will ensure that women are respected for what they can do as quality is the key issue in hiring. If done properly forces will only enhance the role of

women in policing as women will become good role models for potential candidates and young recruits. Career planning should be enhanced for both genders.

Many respondents felt an increase in female officers would cause a distinct reduction in standards in both hiring and promotion. It was perceived that current practices to increase female recruiting and fast-tracking promotions were resulting in feelings of reverse discrimination from the male officers. This was giving rise to resentment and poor working relationships between the genders. Equity hiring was viewed by many as simply the result of politicians attempting to appease certain, overly-vocal special interest groups and causing reverse discrimination towards the white male. This problem was also cited when it came to lateral transfers and assignment to light duties. Male officers were viewing their careers as becoming stagnant and this was resulting in lowered morale. Others commented that the move towards total equity would result in barriers arising between groups particularly when policies were perceived to favour the female group. This move to gender equity across hiring and promotion was threatening the police culture and would give rise to problems in the future if it persisted. Others perceived that the public were not satisfied with this move towards equity since it was impacting on the quality of service being delivered and there was a greater potential increase of risk from injury.

- "There will be a definite reduction in career opportunities."
- "Advancement will be based on gender, not ability."
- "As long as equal selection criteria and promotional considerations are used, one should not begrudge females from getting ahead."
- "It will take generations for male officers to accept females as their superior officers. It is done but not accepted. It is felt women get ahead because of legislation not ability.... morale is eroded."
- "Legislation can cause quota filling... the wrong person is going to be hired and this can place a citizen and police officers in danger... Departments should be able to hire the more qualified applicants."
- "I have no problem with women being police officers. However, standards need to be consistent, we have some women that are so small they can't get all the equipment on their belts or reach the accelerator in the cars."
- "It appears for the past ten years that the female recruits hired are more professional in their approach to police work... they want to make a career for themselves... they should be encouraged to take their place in policing."
- "I have worked with many fine policewomen, however there are many who are just in it for the good wage."
- "Too many female members lack the natural assertiveness required for police work."
- "Female members are quite capable of competing for positions on their own, and winning promotions based on merit. This will enhance the overall perception of women in policing".

EQUITY POLICY

Female officer responses perceived the increase in female hiring as one way to gradually reduce the racism, sexism and bigotry currently evident in the field. This would be further reduced as more women were promoted.

Many women identified that part of the struggle to be accepted by male officers was the female perception that she needed to prove her self-worth far beyond what was necessary. This was being reinforced in some departments where male NCO's were being 'subjected' to special courses on dealing with female personnel; as a result, these practices were contributing to women being judged more harshly.

- "The men have learned to accept women more now than when we first started, but I will probably always be conditioned that I have to do more to be accepted as an equal."
- I believe that if there is a job to do we should just go out and do it."
- "There are no female personnel issues with the possible exceptions of better fitting body armour and maternity leave. The verbal abuse, lack of recognition and assaults on my person are the same obstacles faced by all officers...."

Male responses saw value in increasing female representation to better represent the public population; while others cited the importance of a fair representation versus the more 'politically correct' concept of equal representation. Many commented that barriers will cease to exist once the 'macho-image' being perpetuated by the 'old-guard' disappears.

The majority of male responses, however, reiterated concerns about lowering standards to meet equity demands. Both genders need to be treated equally to avoid resentment and the lowering of morale. Several responses also downplayed the gender issue and stressed the importance of developing policy and practice which bettered police work in general. Some responses indicated that the offender population was not equal by gender and that equity in hiring might put police officers and the public at risk. This had to be avoided and policy on hiring should be viewed from other factors than just population demographics.

- "I think we should quit worrying about gender issues and worry about doing good police work."
- "Until males and females are no longer socialized into work roles there will continue to be conflict as to whether men or women are best suited to certain jobs.... These issues need to be dealt with on a broader basis...."

In Summary, the respondents from the six on-site agencies (N=783) further illuminated the factors associated with recruitment, selection, training, promotion and additional personnel policies and practices. Women made up 10.5 percent (n=82) of the sample and 6.1 percent (n=5) of the female officers had received a promotion but none higher than the Staff Sergeant level. Performance evaluation was perceived as the most salient method used in promotion by both genders regardless of rank. Senior managers indicated the recommendation by a senior officer

was also an important method used in promotion to upper management ranks. Women have attained assignments in most aspects and units of policing but did hold somewhat different assignments than male officers.

Female officers at the onset of their careers had higher levels of education than their male counterparts, even when length of service was taken into account. Generally, the RCMP had the greater percentage of male and female respondents with university degree's at the onset of their policing careers. There were significant shifts across all agencies, however, in improvements in levels of education from recruitment to current status.

Both male and female officers rated attitudes about work environment such as enjoyment, policing living up to individual expectations, effects of policing on one's private life and morale quite positively. Both groups experienced comparable work-related stress. In general, those who had received promotions rated attitudes about work environment the highest.

Agency recruitment methods varied but both genders indicated personal interest was the most influential factor, followed by influenced by a family member, friend or police officer. Agency selection criteria was very similar despite the fact that the number of females selected varied considerably by agency. The oral interview was identified by both genders as the most common criteria used in their selection process, followed by the written examination and educational level. A substantially greater percentage of female officers had undergone a physical fitness test, however, when controlling for length of service this percentage between genders decreased. There is a growing recognition that physical fitness and skills need to be more standardized; that fitness includes far more than just upper body strength; and that officers who do not stay fit are more likely to be injured, disabled, or die. Both male and female officers expressed concern about the physical abilities of small officers, particularly small women. The perception is that in an all-out fight an officer's size may deter a citizen's assault. However, many thought it was more important to spell truck than be able to lift one! Nonetheless, the physical difference is still a substantial barrier to full acceptance of women officers. The salience of the issue has decreased somewhat since many women officers have proven their ability to defend themselves and their partners. Self defensive tactics are being used more by officers and may assist in curbing overt physical aggressiveness.

Female officers were under-utilized as field training officers as they do not represent the same proportion as the number of females hired. The most frequent training methods the sample had encountered were working with an experienced officer and involvement in a formal field training program. The agencies in

Ontario were strongly affected by Provincial legislation and the RCMP were the most affected by departmental policies on hiring, training and promotion of women officers.

All agencies had formal mechanisms in place for members, regardless of gender, to voice their concerns. One agency also had a formal organization for their female members to openly discuss women's issues. The barrier of isolation existed for many women who are still excluded from the informal get-to-together and the 'boy's network' where men do business.

Nine percent of the officers had taken a leave of absence of greater than three months. The majority of the agencies studied did not have a formal practice designed to assist their officers back into the day to day operations following a leave of absence.

As more women of child bearing age enter policing, the importance of well-designed pregnancy and child care policies will become inevitable. Women used more sick leave than men, of which 65 percent was for maternity leave. Several of the agencies already have policies in place and these officers, regardless of gender, seemed to be more knowledgeable about the existence of the policy than officers from agencies without policies. None of the agencies had specific policy about work assignments during pregnancy and there was confusion by members about the appropriate courses of action they could follow. Most agencies used a combination of options to best suit the individual circumstances, with light duty per departmental practice as the most frequent option. There was considerable variability between genders and within agencies by gender about understanding the methods used.

Adopting sexual harassment policies varied across agencies. Those respondents from agencies with policy were better informed of its existence; and in general, a higher percentage of female officers were aware if a policy was or was not in place. Adopting an equal employment opportunity policy is an important first step but it must be vigorously implemented. Not all agencies had established internal procedures for handling sexual harassment complaints. There were significant differences between genders and within agencies by gender about their knowledge of established internal sexual harassment procedures.

Content analysis of future trends and female issues in policing revealed several workplace barriers to women. The barriers of: Traditional work; Credibility; Assumptions; and Self-made.

The content analysis reflected five main categories: (a) leaves; (b) physical capacity and the potential for violence and injury; (c) trends; (d) standards on hiring and promotion; and, (e) equity policy. Responses indicated that departments would be

forced to address the need for both policy and practice on resource issues such as: flexible work scheduling; job sharing; part-time positions; child care; support groups for officers; and structured leave of absences.

ON-SITE TAPED INTERVIEWS (N=131)

A series of taped in-depth interviews lasting approximately 30 minutes each were conducted with a sample of male and female police officers at each site to explore their perspectives about the fuller integration of women into policing. Four civilians were also interviewed because of their direct involvement with policing issues i.e., recruitment, training and victim programs. At each site with the assistance of the person in charge of staffing a nominal roll was obtained. Supervisory and senior police officers were selected for interviews using a critical case sampling technique i.e., all senior managers; all managers in charge of recruitment, training and personnel; and all section heads were chosen. A stratified random sample was used to select the male and female officers working within various sections at each agency. A random selection implies that each police member was assigned a group, (male or female), then they had an equal opportunity to be chosen. At each site, the list of prospective interviewees were given to the researcher's police contact who then contacted the interviewees, set-up the interview schedule and distributed the six interview questions. The co-operation received from staff at each agency was out-standing.

A total of 131 individuals were interviewed, 69.5 percent were men (n=91) and 30.5 percent were women (n=40). The sample distribution by rank and gender is reflected below.

RANK	MALES (n=91)	FEMALES (n=40)	TOTAL (N=131)
CONSTABLE	24 26.4%	32 80.0%	56 42.7%
CORPORAL	07 7.7%	01 2.5%	08 6.1%
SERGEANT	16 17.6%	02 5.0%	17 13.0%
S/ SERGEANT	17 18.7%	01 2.5%	18 13.7%
INSPECTOR & ABOVE	28 30.8%	0 0%	27 20.6%
CIVILIAN	0 0%	04 10.0%	04 3.1%

The 131 taped interviews were first transcribed, followed by an in-depth content analysis of each question for major themes from

which main categories, representative of the majority of comments, could be defined. The following section identifies the questions and the major categories which emerged from these interviews:

- Systemic barriers;
- Recruiting strategies;
- Performance standards;
- Impact of female police managers;
- Organizational conditions necessary for fuller assimilation;
- Civilianization; and,
- Perceptions of public expectations.

1. SYSTEMIC BARRIERS TO THE ACCEPTANCE AND ASSIMILATION OF WOMEN INTO THE POLICING PROFESSION

In order for females to gain acceptance and effectively be assimilated into the policing profession there are a number of systemic barriers which are impacting on this process. Systemic barriers were evident in varying degrees within the responses to the six interview questions therefore, it was decided to create a category on workplace barriers. It would seem that the biggest workplace barriers to women in policing including: Barriers of Traditional Work; Barriers of Credibility; Barriers of Assumption; Self-Inflicted Barriers; and, Barriers of Isolation.

BARRIERS OF TRADITIONAL WORK:

A major barrier that females have faced is a direct result of socialization and common stereotypes about the accepted roles of men and women in society. In the past, the concept of females working in policing was a social oddity, yet the social climate has changed dramatically since that time. Women are entering every facet of the workforce, successfully competing with men and yet policing proves to remain an area where females are under-represented, especially in middle and upper management positions. Many female officers indicated that an interest in policing was rarely encouraged or taken seriously by parents or school counsellors who believed that policing was "man's work". Only recently have these stereotypes begun to be removed through the increasing exposure to female officers, employment equity initiatives and some progressive police managers. Many women have proven that they can do the job and as a result the police profession and society in general have started moving towards a greater acceptance.

The media has been blamed for offering the general public a distorted view of what policing is actually like. In order for women to become accepted the public must be aware that females are required to do the same job as men and that women are wanted in policing.

Slow acceptance of women into policing has been attributed to the resistance of police administration to evolve with the changing social and political climates. Many 'Middle and Upper Managers' were cited as being out of touch with the street and set in traditional patterns of protocol. Respondents indicated that acceptance for females will evolve ever so slowly unless upper management accepts that traditional gender roles have become obsolete.

Finally, as a result of such factors as maternity leave and light duties, female police officers are being held responsible for resource and police personnel shortages within the department. Many females perceived that male officers blamed them for increased workloads and reduced standards because of Equity Legislation and maternity. Women are frustrated and endure undue stress because they biologically bear children.

- "The police administration has to get used to the fact that women don't all stay home and do housework."
- "Policing has to catch up with the changes in society. It is happening, just not as quickly as everyone would like."
- "Television needs to show what the job is really like. Very rarely do you see a police woman on television."
- "There will be resentment among the male members over maternity leave until management does something about filling these positions."

BARRIERS OF CREDIBILITY:

With the push for Employment Equity within the policing profession, female officers are constantly required to prove that they belong in the profession and are capable of doing the job. An overall lowering of hiring and training standards was cited as one means for meeting legislated quotas. These underqualified female recruits reflect poorly on all police women and are the focus of a tremendous amount of resentment from male officers. Acceptance of women will continue to proceed slowly unless standards for hiring are maintained at an acceptable level with the department only accepting the best qualified individuals for the job. Due to quota filling, many females are left to question their own merit and the validity of their qualifications and position.

A major barrier to acceptance for women lies in their physical performance. It was indicated by numerous male officers that a large proportion of female members are physically small. It is

believed that such females will not be able to handle potentially violent situations without back-up. There was genuine concern for the health and safety of female officers on the road resulting in a tendency by some to over-protect them and decide on their deployment assignments differently. Females were quick to point out that individual acceptance by fellow officers usually was dependent upon their performance in a physical situation. Females indicated that confrontation was considered a last resort, preferring the use of communication skills as a means to diffuse conflict. The policing profession needs to accept the fact the traditional approaches to law enforcement are outdated, and that female officers can be as effective as men through the use of a different approach to the job.

The area where females faced resistance in achieving credibility was in the promotional arena. Males cited cases of fast-tracking and lateral transfers which gave females precedence in the promotion process. Fast-tracking was considered a direct result of attempting to meet legislated goals too quickly. Females were concerned about the legitimacy of promotions, with resentment escalating to the point where many females were fearful of entering the promotion process.

- "Right now, we are hiring people just to meet quotas. The department wants women so standards have been lowered to help out."
- "Some of the women that we have now are useless on the road. How can they hope to survive when they weigh less than one hundred pounds?"
- "I have no promotional plans because I know a woman is just going to get the job anyway."
- "I wish fast-tracking would stop. It forces you to question your own merit and abilities. No one wants to be the 'token' female."

BARRIERS OF ASSUMPTION:

Respondents indicated that it was perceived by some that many women enter policing for vastly different reasons than men. Women were cited as entering policing for purely financial reasons, or to find a husband. It was stated by a number of male respondents that females did not take policing as a career seriously, assuming that the females would quit as soon as they became pregnant.

A common assumption cited by respondents was that females possessed a more understanding and compassionate disposition. It was indicated that police women were assigned a large proportion of

sexual assault and child abuse cases due to the perception that women are automatically more adept in these areas. Both female and male officers insisted that many males proved to be as compassionate and proficient in these circumstances as women and were often denied experiences in these cases. It was maintained that personal experience, training, and personality were appropriate criteria to determine ones qualification to handle these sensitive issues, not gender.

- "Women don't come into policing for the same reasons as the men. You have to have a real desire to do the job. It is easy to see the ones who are in it for the money or prestige."
- "It is difficult to justify the hiring of women when they are just going to get pregnant and quit anyway."
- "Females are just excellent with cases involving assault or abuse. They are just more compassionate than the men, and seem better able to handle those situations."
- "It is not right to assume that all women know what to do in a sexual assault simply because they are women. I have had no experience with children, but because I am a woman I should automatically know what to do."

SELF-INFLICTED BARRIERS:

In some circumstances, women directly generated a certain degree of resentment and frustration from their male co-workers. It was indicated that females should not expect too much from the organization, allowing for a certain amount of give and take. Resentment arose when females demanded or exploited special treatment. Politically hostile females were cited as increasing resentment towards all police women and furthering social stereotypes concerning feminism and sexuality.

- "You can't expect too much of the organization. There has to be give and take or you will be blacklisted as a feminist."
- "It is unfair that females get all these special privileges. We are all paid the same money, but women do less work."
- "There are those women who will take advantage of equity and use their gender to get ahead. Those people aren't respected by their co-workers and reflect badly on the rest of us."

BARRIERS OF ISOLATION:

Due to the relatively small number of women in policing, networking, both formal and informal, proved to be limited. A great deal of emphasis was placed on the value of networks, mentoring, and the support structure which they provide. Females indicated that a great deal of stress was a result of a feeling of isolation and lack of support. Networking would allow female members to address and discuss issues which pertained specifically to their gender. The concern existed that a formalized networking structure could eventually lead to further suspicion and division between the sexes. Sexually integrated networking strategies were seen as a means of increasing personal support while encouraging force unity.

- "As a female officer I gained support in the company of other females."
- "It is important to establish ties and achieve allies, networking adds in this process."
- "Networking promotes further gender division within the department."

2. WHAT SPECIFIC RECRUITING STRATEGIES SHOW A RECORD OF SUCCESS IN ATTRACTING QUALIFIED FEMALE POLICE CANDIDATES? DOES THE POLICE ORGANIZATION NEED TO RECRUIT WOMEN DIFFERENTLY?

The respondents were asked if they had observed any specific recruiting strategies which had been successful in increasing the numbers of women applying to departments. Also, they were asked if they believed that the department should approach the recruitment of females differently than that of males. A different recruitment strategy for females did not mean that there should be a difference in the entrance and performance standards in any way, but rather is there a different approach needed when trying to solicit female interest as compared to men. The responses to this question focused on four specific categories: Employment Equity Legislation; recruitment; hiring; and, promotion. Of these four categories Employment Equity Legislation was found to be an integral component of the other three categories, in addition to providing its own specific benefits and concerns.

EMPLOYMENT EQUITY LEGISLATION:

Thirty percent of the female respondents supported employment equity. It was stated that employment equity has opened more doors for women in the workplace by forcing potential employers to take

women's applications seriously. It was seen as a positive step in the right direction in terms of gender equality.

Twenty-eight percent of the female respondents were concerned that Equity Legislation expected too much too quickly. These officers indicated that this legislation only bred more resentment towards the female officers by the men. They perceived that in some instances standards were being lowered to potentially dangerous levels in order to satisfy the political pressures which accompany employment equity. The potential hiring of under-qualified personnel, to meet government quotas, was seen as having serious ramifications in terms of the acceptance of all women into policing.

Nineteen percent of police women indicated that the current Equity legislation promoted reverse-discrimination towards white male officers in order to attain an accurate representation of the community. There was tremendous doubt concerning the legitimacy of the perceived goal of having fifty percent of police personnel being female. It was viewed as unrealistic to expect that an equal number of males and females in any given population would be interested in or qualified for a career in policing.

Finally, ten percent of female respondents stated that employment equity wasn't being taken seriously on a practical level. There was concern that this policy could be overlooked by middle management.

- "It is about time the government has recognized that policing should be like all other areas of employment and recognize that women have something to offer."
- "I think Equity has provoked a lot of resentment in some of the guys. If a female can't perform at an expected level that reflects poorly on all women in the department. I think that is happening more often now."
- "I don't think it is realistic to expect to reach fifty percent women in the next five or ten years. I don't know if there are that many women who want to be police officers."

Thirty-six percent of male respondents shared the concern that employment equity personnel wanted results too quickly. The perceived goal of fifty percent female officers was viewed as unrealistic, resulting in lowering entrance standards and promoting a practise of reverse-discrimination; female officers were needed, but not at the expense of other qualified applicants. It was indicated that if current practises continued, they could

potentially jeopardize community and officer safety. This was compounded with frustration which was perceived as being a direct result of relaxed hiring standards and fast-tracking to meet government quotas.

Twenty-six percent of the males who were interviewed stated that employment equity was an important issue which needed to be addressed by the department administration. These officers recognized how difficult it could be for females entering a profession so far which has been traditionally male-dominated. Employment equity was seen as a formal means to attain the final goal of gender equality in the work place.

Fifteen percent of male respondents stated that equity was creating a financial burden due to a lack of support from the same government which imposed the legislation. It was considered unfair for the police administration and the municipality to financially support a policy imposed by higher government when police organizations already possess inadequate budgets.

It was stated by eleven percent of male respondents that the government needed to realize that it was impossible to please every special interest group within the population. It was considered unfair to target policing as a male-dominated profession which had to change especially when such female dominated professions as nursing and education have encountered no such pressure.

Finally, eight percent of male officers indicated that equity theories and policies were already in practise within their department, and that government legislation simply added some support and credence to those practises.

- "We are so concerned with making everything politically correct, but with that it is difficult to maintain safety and security standards in order to protect the community."
- "The government expects so much, yet gives so little. How are we expected to actively implement this legislation without greater resources?"
- "Employment Equity has been a great asset towards women achieving equality in this profession."

RECRUITMENT:

Forty-eight percent of female respondents stated that there should be no distinction between the genders during recruitment. Females were adamant in the fact that women were needed in

policing, but different recruiting strategies were seen as preferential treatment, something that the females certainly did not desire.

Twenty-seven percent of female respondents indicated that police departments needed to take a more active role in community relations and the recruitment of women, without forsaking department standards. It was stated that more exposure was needed in the community in the form of displays, public speaking engagements, and through liaising with various Community Service Groups.

Thirteen percent of the female officers stated that it was necessary for the department to give a clearer picture of what police work entails to all potential applicants. It was considered extremely important to inform a media-saturated public of the true nature of policing; consequently, dispelling long-standing stereotypes and misconstruances about the profession.

Ten percent of the females indicated that policing was not a career for everyone. There needed to be a genuine desire to do the job in the first place, and no amount of recruitment would alter that.

- "It should be the same approach for everyone. The things that are appealing to a man would be appealing to a woman as well."
- "The department has to get into the community. In your publications, application forms, recruitment advertisements. They have to emphasize that it is both males and females that the department is looking for. The pictures can't be totally male-dominated."
- "We have to make sure to tell the public that there are benefits to this career. Police work isn't like it is on television."
- "I think you have to have the genuine interest in the job, and I don't know how you can get that interest from a recruiting poster. There has to be the desire there."

Similar to the female responses, fifty-three percent of male responses stated that there should be no difference in recruitment strategies for either gender. Male officers commented that since all officers are expected to perform to the same standards on the street both males and females should have the same expectation in terms of what policing entails.

Twenty-one percent of male respondents indicated that having a greater number of females visible on the street proved to be more effective than any recruitment campaign. Females showing that they are welcome in policing, and proving that they can effectively do the job was considered the best advertising of all.

Eleven percent of male respondents stated that more females should be involved with recruitment. It was indicated that female officers would be better qualified to respond to questions specifically concerning women in policing. It would allow the female public to obtain a better understanding of their roles in the profession.

Finally, nine percent of male respondents were concerned about the degree to which recruitment focused on women and minorities. These officers believed that the white males in the community were being ignored by department recruiters in favour of more "politically correct" groups in the community.

- "Recruitment should be standard for both genders. We are all striving for the same thing. You have to keep it standard for both sexes because then you will get people who have a grasp of what the job is about."
- "I think that it would be a definite asset to have a female recruitment officer. I don't think that a male can address a number of concerns that a female would have. A female officer who has been on the street knows what the job entails and how it has effected her. I think she could answer a lot of the questions more effectively than a male."
- "In pushing for women and minorities in recruitment we can't ignore everyone else."

HIRING:

Forty-eight percent of female officers stated that department hiring practises and standards were equal for both genders. There was no special consideration given to women during the hiring process; therefore, these females believed that they had earned their place in the department competing on a level playing field with the male applicants.

Thirty percent of female respondents claimed that hiring practises were too lenient in favour of female officers. It was pointed out that fully qualified male applicants were being overlooked in favour of women to satisfy government quotas. It was considered paramount to hire only the most qualified individuals for the job. The erroneous actions of under-qualified female

officers were seen as adversely affecting the credibility and degree of acceptance of all women officers and consequently, resulting in an increased hostility towards females by the male officers.

- "I feel that I have earned my position in this department. I completed the same training as the men, competed evenly with them, and I feel that I deserved to be accepted."
- "Due to government legislation we haven't been hiring the best candidates for the job. Quota filling only hurts females more in the long run. There are so few of us that the actions of one reflects on the rest of us."
- "It is important to hire women, but you can't ignore the men in the process."

Forty-five percent of male respondents acknowledged the importance of hiring women into the police service, but also believed that standards had been lowered to accommodate prescribed ratios. The major concern was that the best candidate was not necessarily being chosen for the job. Male officers stressed the importance of physical standards for entry. These standards directly translated to the safety of officers on the street and the community.

Twenty-seven percent of male respondents were concerned that the hiring process was becoming too analytical in its selection, with an over emphasis on education and test scores and not enough attention paid to the individual attributes and skills of applicants. It was stated that it would be beneficial for police administrations to research successful organizations within the business community; specifically focusing on strategies for the effective use human resources.

Eleven percent of the male officers interviewed specifically, indicated that too much emphasis was placed on education during the hiring process. Deficiencies in aptitude, physical presence, and experience were believed to be overlooked in favour of education. It was stated that general duty police work is not always the most productive environment for a highly educated individual.

- "We have to stop trying to meet quotas, women will eventually come into the force by their own accord. We should let the situation evolve naturally."
- "I think we should give more credit to education, training, and the individual's other skills. It is important to take advantage of the special skills of our officers."
- "Education is important, but it shouldn't be the most important criteria. An educated person is probably going to get bored with patrol, but the reality is that you need that experience to do the job."

PROMOTION:

Sixty percent of female respondents cited a degree of concern with regards to promotion. Females indicated that they were fearful of entering the promotional process because they did not want to be the "token female" who received a promotion. Promotion based upon merit was emphasized, whereas fast-tracking was believed to only hurt the individual and the department in the long run. Females found it difficult to gain acceptance under normal circumstances, but promotion of individuals based solely on gender reflected negatively on all women officers. There was no doubt that females deserved to be promoted, yet it was considered essential to earn that position through your actions and the respect of fellow officers.

Twenty-eight percent of female respondents indicated that the promotion process was as fair as possible. Candidates competed equally for a position and in the end the best candidate was selected. It was stated that there was always resentment after any promotion, regardless of gender, by those who did not believe the individual was qualified. That was simply seen as a result of competition.

- "There is always that pressure when you are promoted. There will always be those people who complain."
- "I want to be accepted and promoted based upon my ability. I don't want a promotion if I don't deserve it."
- "I believe that the department is fast-tracking a lot of female members. You get a lot of animosity between the sexes just to fill quotas. This just solidifies the biases the male officers have towards women in policing."
- "Fast-tracking does not make you want to compete for promotion. I don't want to be faced with the fear that I only achieved a promotion because I am a woman."

Fifty-one percent of male respondents were not optimistic with regards to promotion. It was believed that females would receive preferential treatment over the men and were consistently fast-tracked into positions with minimum lengths of service, while more qualified male officers were being ignored. This contributed to a perceived sense of hopelessness, severely impacting on department morale.

Twenty-five percent of male respondents stated that the promotional process was fair and equitable for both genders. Resentment towards the promotion of females was attributed to their relatively short period of service within the department. In some instances females continue to be considered a novelty which stands out because of their relatively small population within the department.

Eleven percent of male officers indicated that the promotion of females was a reality that had to be accepted. Furthermore, it was stated that the history of fast-tracking within the department was not limited solely to females. Instances of premature promotion for males were also cited.

- "There are a lot of promotions based upon gender. This is extremely bad for the organization and morale. There is a feeling of hopelessness setting in."
- "Our promotion system is a good and fair one, and it is improving. It is the best system for the situation."
- "Fast-tracking is an issue, but females aren't the only ones guilty of this. Male officers have been put through this process many times in the past."

3. DOES THE POLICE PROFESSION IMPOSE DIFFERING PERFORMANCE STANDARDS FOR ITS FEMALE OFFICERS VERSUS THEIR MALE PEERS?

This question centred on the internal performance expectations of female officers by both management and their peers. The range of responses were divided into four main categories: Standards; Expectations; Performance; and, Acceptance.

STANDARDS:

Thirty-four percent of female respondents were concerned that a number of the women that were coming into policing did not meet established physical standards. It was stated that some of the officers who were presently being hired would not have been in the past. The removal and/or lowering of the height and weight

requirements was blamed for this influx of extremely physically smaller officers.

Twenty percent of female respondents indicated that all officers in the department met the same standards, both physically and academically. Females made mention of the fact that policing was also facing an influx of smaller male officers.

Sixteen percent of the female officers interviewed indicated that there was a concern by the male officers that most females did not meet the same standards. This lack of confidence was primarily directed towards the physical power and aptitude of females on the road. The females voiced concern but maintained that very little of a police officer's time was spent in physical confrontation. They remained confident in the arrival of sufficient back-up when necessary; furthermore, communication skills were regarded as essential.

Finally, ten percent of female respondents stated that females entering policing tended to be well informed about policing and had higher educational qualifications, than the men. Others commented that they may not meet perceived physical standards created arbitrarily by men; but the policing profession needs to accept that being less physically powerful is compensated through the use of good communication skills.

- "Some of the women that we get now are so tiny. They can barely reach the gas pedal of the police cruisers. You wonder about their safety."
- "I know that I met all the same standards as the men when I came into policing. I agree that some women are very small, but there are also some physically small male officers."
- "How will we ever attain a standard created by men, based upon their performance expectations? I think women have proved that they can do the job, differently but still effectively. Men just have to accept that."

Forty-five percent of male respondents were concerned that standards had been lowered, or removed in the case of height and weight requirements. There was concern for officer safety as well as community safety. It was stated that all officers should maintain a specified level of physical performance for the duration of their careers in policing.

Twenty-two percent of the male officers interviewed indicated that the lowering of standards was not a gender specific issue. Effects were seen in both male and female recruits. It was noted

that department standards needed to be re-evaluated and revised to effectively contend with current social and political trends.

Seventeen percent of male respondents were concerned about the lack of standardization with regards to physical requirements and training. It was indicated that there was a lack national standards in this area leading to discrepancies in standards and training from department to department.

- "We are seeing a lot more physically weaker women coming into policing. These are people who just shouldn't be here because they can't handle the job."
- "The standards all around seem to be relaxing."
- "You are sometimes faced with officers who have come from other departments. You wonder how they ever managed to get into this career."

EXPECTATIONS:

Fifty percent of female officers indicated that females in policing were expected to do the same work as male officers. Emphasis was placed on dedication to the job, and the importance of doing the best possible work. Females were quick to identify the dangers of becoming obsessed with meeting expectations. They indicated that to be accepted it was neither desirable nor expected to forego their femininity, in order to meet the expectations of the male officers.

Twenty percent of female respondents stated that the majority of management and their male co-workers expected female members to act in a more compassionate and understanding manner. It was perceived that due to socialization and the media, women were assumed to be better communicators and mediators than men, something these respondents were quick to refute.

Thirteen percent of female respondents indicated that they were expected to work harder than male officers. This was coupled with a perception that women don't take careers in policing seriously. Women constantly feel the pressure of trying to meet the expectations of others.

- "There is this belief here that women always are good with children and that we are more understanding. It depends on the individual. There are a number of men who are just excellent communicators. Personality, not gender should be the determining factor for who is best qualified for those situations."
- "Women are expected to do the same job as the men. We don't get any special treatment on the road."
- "Some men believe that women don't take this job seriously and are only here for the money or to get a husband."

Fifty-one percent of male respondents had similar expectations for female officers as for their male peers. Commitment to the department and a willingness to do the job were seen as vital components to being successful. Females were not expected to be able to physically perform as a male, but they were expected to get the job done to the best of their abilities.

Twenty-eight percent of male officers expected females to excel in more sensitive areas such as sexual assaults and child abuse. This was attributed to a perception that all females are inherent nurturers who better understand these issues than men.

Finally, eleven percent of male respondents indicated that women did not take policing seriously as a career. There was concern that many females were motivated by purely financial reasons or the desire for male companionship. It was expected that all female officers would eventually become pregnant, increasing the financial and manpower strains on the department. Females were not expected to stay in policing as long as men.

- "The females that we have here are expected to do the same work as the men. Why should we give them the same training as the men and pay them the same amount of money to do different work?"
- "Females are better qualified to handle the abuse, assault, or domestic situations than the men."
- "From an operational standpoint it is difficult to support women when most of them end up getting pregnant and end up off the road anyway."

PERFORMANCE:

Fifty-five percent of female respondents indicated that women could succeed in all facets of policing. Concern lay with the

emphasis which male officers placed on physical strength. Females admitted to not being as physically powerful as the men, but females compensated for this through the use of communication skills. Females were not hesitant to become involved in physical confrontation, but for the most part that was seen as a last resort. Females indicated that in certain circumstances they had a calming effect on potentially volatile situations and individuals. Women believed that they appeared less threatening than a male officer, thus they were less likely to cause an altercation. Females were confident that in the event a situation escalated beyond the point of control all officers would receive sufficient back-up to resolve the conflict.

Thirty-five percent of the females interviewed stated it was impossible to link gender to performance. Individual performance of one officer should not reflect upon the entire gender. Unfortunately, females stated for them that proved to be the case. It was indicated that in terms of performance females were judged twice as hard as the men; furthermore, mistakes which normally would be quickly forgotten if attributed to a male officer proved to reflect negatively on all females within the organization.

Five percent of female responses were concerned with the performance of females new to policing. It was stated that due to lowering of entrance standards some newer recruits had serious problems on the road. There was genuine concern for the safety of these officers on the road.

- "Women seem better able to avoid confrontation on the street. I just find that possible violent or aggressive situations can be resolved more easily with a less confrontational posture."
- "It's not fair when they lump all women together. It is an accepted fact that there are good and bad male officers."
- "Some of these smaller females we are getting are going to get hurt on the road. They just aren't able to hold their own."

Forty-seven percent of male respondents welcomed females into policing and were confident in their abilities on the road. It was stated that females contributed as much as the males, and in some cases they had to work harder to satisfy expectations. Differences in approach were acknowledged as beneficial as long as officer effectiveness was maintained. Male officers indicated that females easily compensated for their lack of strength on the road through the use of communication and social skills to attain conflict resolution.

Twenty-two percent of male respondents indicated that due to the diminutive size of many female members the male members tended to be more protective of them in potentially dangerous situations. This was a concern in that it divided the attention of male officers between their female colleagues and the task at hand. This distraction prohibits male officers from fully focusing on their duty and ultimately could result in officer injury.

Fifteen percent of male officers were concerned that some females neglected some police duties because of their lack of confidence and fear of confrontation. Examples were given regarding certain females who had neglected to pull over suspicious drivers at night for fear of confrontation. Additionally, there is a concern that certain females hesitate in violent situations to the point of possible injury to fellow officers.

Eleven percent of male respondents indicated that females did not have the physical capacity to be fully effective in a patrol setting. It was stated that females tended to be physically weaker, mentally more fragile, and garnering less respect from the public than males.

- "Females do just as good a job as the men. They are here and they are doing the job, you can't ask for more than that."
- "I get worried when we have paid police women who won't even pull over a car a night."
- "If a person wants to do this job, they should be able to physically handle every aspect of it. Women have to be more assertive and aggressive otherwise you will always have to back the females up in potentially violent situations."

ACCEPTANCE:

Forty-five percent of female respondents indicated that the acceptance of women into the police profession had become broader in the recent past. It was stated that the policing profession had come a long way in terms of the realization that women are going to remain in policing, and that they have many things to offer. Women found that once they proved that they could do the job, they were seen as any other reliable member. Acceptance was attributed to dedication to the job, and their ability to handle a variety of situations.

Thirty-four percent of female officers indicated that females were a long way from being fully accepted into policing.

Resentment was cited at all levels of the police hierarchy for a variety of reasons. These included: resistance to change; socialization; supervisors who possessed outdated beliefs of a woman's role in society; overprotection in deployment assignments; and, the changes in policy which appear to give females advantages in hiring and promotion.

Eleven percent of female respondents indicated that acceptance was a personal issue which did not reflect gender. Whether or not an individual would be accepted was directly dependent upon performance. It was stated that due to performance and attitude some individuals never get accepted by their peers, and that was the reality of police work.

It was interesting to note, that when female officers were asked to cite a critical incident that they perceived as an important point in their acceptance earlier in their career by their male cohorts; they, without exception, cited a **physical incident** in which they had shown they were physically capable of defending themselves and/or their partner.

- "The situation here is much better. Women have been involved in policing long enough not to be considered a novelty any more."
- "Women have a much more difficult time than the men in trying to prove that they can do the job. Whether a man can perform is not in question unless he has shown otherwise. For females it is the reverse."
- "Each person coming into policing has to prove themselves to some degree. Once you do that there won't be any problems."

Fifty-one percent of male respondents indicated that policing, as a profession, had accepted women into the ranks. Societal changes and government legislation were recognized as catalysts towards this acceptance.

Thirty-seven percent of male officers stated that females would never be fully accepted into policing as long as they received preferential treatment in areas of hiring, training, and promotion. A great deal of anger and resentment was aimed at fast-tracking, lateral transfers, maternity, and the perceived reduction of department standards. Women were associated with increased costs and manpower shortages. The resolution of these issues were necessary before females would be fully accepted into policing.

- "It is just reality that women are going to be in policing. They have proven that they are willing and able to do the job, and I think everyone realizes that."
- "Women bring with them a great deal of issues and problems which can complicate the system. Issues like maternity drain the department of manpower and resources."
- "It is difficult to see the benefits of females in policing when all I am faced with is a greater workload, fewer holidays, a reduced chance for promotion, and constant feeling of frustration. It is murder on morale."

4. WHAT WILL AN INCREASE IN THE NUMBER OF FEMALE POLICE MANAGERS HAVE ON THE POLICE PROFESSION?

The responses of both genders in this area centred on similar issues. Fifty-seven percent of the officers indicated that there would essentially be no difference in the policing profession with an increase in the number of women managers. Officers stated that the structure and operation of the department would remain the same as long as the members who were promoted into managerial positions were qualified, dedicated individuals. Fast-tracking was cited as leading to possible difficulties with regards to discipline, acceptance, and respect due to the de-emphasis placed upon merit and seniority.

Twenty-six percent of respondents indicated that an increase in female managers would lead to an administration which was more compassionate and understanding of its employees. Officers maintained that females, on the whole, displayed better communication skills, opting for a more proactive approach than the male officers. A more progressive approach with less resistance to change was envisioned for the future. With a greater number of female managers it was envisioned that a better liaison with the community would be established, narrowing the gap between law enforcement and the general public.

Fifteen percent of officer responses indicated that both formal and informal networking structures for women would be instituted with an increase in female managers. It was indicated that an increase in female managers would provide support and role models for women which was previously not possible in the past. The importance of networking for female officers was indicated, but officers stressed the danger of further isolating female members from their male counterparts.

- "Each person brings with them their own personality. I would like to work for a woman as long as she has come up through the ranks, and has achieved her promotion based upon merit. Women are sometimes better than men in some areas with regard to communication, and compassion."
- "There are more women entering every field possible. Most people look for the merit of the individual not the gender."
- "I don't think it will make any difference as long as the women who are promoted have earned that position and have the respect of their peers."
- "I can envision a better support system for women because female managers would better be able to understand and act upon women's concerns."

5. WHAT ORGANIZATIONAL CONDITIONS MUST EXIST TO MAXIMIZE THE ASSIMILATION OF WOMEN INTO THE POLICE PROFESSION?

The responses to this question covered a wide range of topics and concerns. Maternity brought with it a multitude of operational difficulties and considerations. It was clear that a variety of issues needed to be resolved before females could effectively be assimilated into the policing profession. Emphasis was placed in the following areas: Maternity leave; Light Duties during pregnancy; the Family/Career Conflict; Job-sharing; and, Sexual Harassment.

MATERNITY LEAVE:

Twenty-nine percent of female respondents indicated that the department was supportive in maternity issues. Written policy proved to effectively handle the concerns of the administration and the pregnant officer. Maternity was an issue that the department needed to address.

Twenty-six percent of female officers indicated that maternity was approached with a great deal of resentment from both management and male co-workers. Maternity leaves created further shortages of police personnel with platoons not receiving a replacement for the pregnant officer. Females indicated that many male officers saw maternity leave as a means for female officers to get off the road while continuing to receive full pay. Females stated that many of the males perceived maternity leave to be an extended holiday. Resentment was a direct result of an increased workload due to fewer numbers, a situation which also occurs every time an officer of either gender is on leave of absence i.e., illness, injury.

It was stated by twenty-four percent of female respondents that there was insufficient department policy concerning maternity issues. Females described a feeling of isolation and abandonment by the administration both during and after pregnancy. Written policy was criticized as being unsupportive and short-sighted. Females indicated that in many cases policy proved only to be a short-term solution which would be ineffective with a considerable increase in the number of women in policing.

Eleven percent of female officers were concerned that maternity leave only added to the stress of working on the street. Increased workloads, overtime, and fewer holidays were all attributed to personnel shortages which could be severely aggravated by pregnancy. Females indicated that maternity was an issue that reflected poorly on all women and would continue to do so until staffing issues were resolved.

Finally, eight percent of female respondents perceived maternity policy to be discriminatory against male officers. Females stated that the creation of such a policy as Paternity Leave would prove to silence some of the male discontent.

- "I had no problems during my pregnancy or my Maternity Leave. Everyone was very supportive."
- "As soon as someone gets pregnant we lose that person immediately. We miss those people."
- "Maternity impacts on the Watch because there is no replacement for the duration of the leave."
- "Many male officers see Maternity Leave as a way for women to take advantage of the system. The department should consider Paternity Leave, that would certainly remove some hostility."

Fifty-three percent of male officers indicated that maternity issues put a tremendous financial and operational strain on the department. Frustration was cited over the continuance of seniority for the duration that a female is on Maternity Leave. It was accepted that females were a part of policing, but it was indicated that more efficient and practical policies needed to be implemented to combat shortages of 'manpower' and resources. Pools of trained officers were suggested as a means of dealing with staffing shortages caused by maternity leave. It was made clear that some operational and policy changes were desperately needed as more women enter policing.

Twenty-two percent of male respondents indicated that pregnancy and maternity leave were the realities of having women in

policing. It was stated that the department administration needed to investigate the methods employed by such professions as nursing and education which employ predominantly women. Much could be learned from various areas within the private sector which effectively deal with maternity shortages on a regular basis.

Eleven percent of male officer responses focused on the importance of having concrete policy in place to handle maternity issues. This policy needed to be fairly administered and understood by all levels of management. It was indicated that it was important not to discriminate against females simply because they happen to bear children.

Finally, ten percent of male respondents perceived that current maternity policy was adequate. They indicated that shortages due to Maternity Leave could be easily absorbed by the department, both financially and operationally.

- "There are going to have to be changes in policies concerning Maternity Leave. We have to look at some way of dealing with the shortages. We will either have to hire more people, or perhaps have a pool of trained officers who can fill in the holes in Platoon rosters."
- "The other staff absorbs the workload. It is the same if a male member is injured."
- "We have very few women so at present we seem to manage internally, and are able to handle maternity leave."

LIGHT DUTIES:

Thirty-nine percent of female respondents recognized the importance of removing pregnant officers from the potentially hazardous duties of general patrol. It was indicated that the administration was supportive and were quick to place pregnant women in light duty positions. Communications, records, and front desk positions were cited as areas in which pregnant officers were placed.

Twenty-six percent of female officers indicated that shortages in platoon strength were a result of transfers of pregnant officers to light duty positions. They stated that policy needed to be revised, and extra resources allocated to either the hiring of more officers or the establishment of a pool of part-time staff.

Nineteen percent of female officer responses indicated that the department administration did not utilize pregnant officers in

many productive areas. Light duty positions were considered boring, menial, and redundant leading to a feeling of uselessness by the pregnant officer. Mental capabilities did not cease as a result of pregnancy; therefore, pregnant officers believed that they could continue to contribute to the organization in a number of ways.

Eleven percent of female officers indicated that light duty assignment reflected poorly on women. Females stated that male officers considered these assignments as preferential treatment. This can be attributed to the fact that many pregnant females are assigned to positions viewed as rewards to many of the officers in general patrol. This frustration surfaced as a resentment towards all women in policing.

- "As soon as the administration finds out that someone is pregnant they are immediately taken off the street and put somewhere inside."
- "The administration emphasizes the safety of the mother and the unborn child."
- "Normally the position offered for light duties isn't one which is in high demand. They are usually pretty boring."
- "The guys see light duty as just another advantage that women have in this profession."

Forty-seven percent of male responses realized that light duty assignment were necessary to ensure the health and safety of the officer and child. There was concern that the pregnant officer's position on a platoon remained vacant. Re-evaluation of procedures were needed in the future as the number of women in the profession increases.

Twenty-nine percent of male respondents indicated that with more female officers the force will be very hard-pressed to find positions suitable for a pregnant officer. This was attributed to the increasing number of administrative postings being converted to civilian positions. With an increased number of civilians the department will have difficulty providing light duty positions for pregnant or injured officers. It also removed positions formerly given to senior members reaching the ends of their policing careers. It was stated that it was important for the department not to lose compassion for its members in an attempt save resources.

Sixteen percent of male officers indicated that pregnant women gained valuable experience through light duty positions, something which was not always available to many others. This experience

carried over to promotional competition and was considered to be an unfair advantage over male officers who have not had such opportunities.

- "We can't expect women to stay on the street when they are pregnant. The problem is that we are running out of areas to put them."
- "Civilianization has severely limited our options in where we can put disabled officers."
- "Some of those light duty positions are areas which we all work very hard to obtain. It isn't fair that these positions are always being given to pregnant women."

FAMILY/CAREER CONFLICT:

Fifty-five percent of female respondents indicated that females faced tremendous pressure in attempting to manage both a family and a career. Shift-work proved to be a major obstacle especially during the preschool years. In many cases, the pressure proved to be too great and the result was a high turnover rate for female officers. Many suggestions were given to ease the stress of both active duty and maintaining a family. These suggestions included: the institution of a daycare centre within or in close proximity to the department which could contend with the long hours associated with police work; the institution of job-sharing which essentially divides one police position into two part-time positions; and finally, the creation of part-time police positions in a variety of areas within the department.

Twenty-three percent of female officers had concerns regarding the effects of maternity on promotion. It was indicated that single females were held in higher regard by management in terms of transfers and promotions. Many female officers who had children believed that they were overlooked for promotion because management viewed them as unreliable, expecting the women to resign for family reasons.

Seventeen percent of female responses indicated that the department administration was extremely supportive of females returning from Maternity Leave. It was pointed out that the department saw all its members as valuable assets who should not be lost. Females stated that their co-workers provided a great deal of support.

- "It is really hard to manage your time between family and work. There shouldn't be any reason why my career should have to suffer because I have had a child. That isn't the case in other professions."
- "There is a need for a daycare, it would be used by a large number of officers."
- "I think being married impeded my career, and I think it still does. The administration is almost expecting you to have a child. If they think you are going to have a child then you are going to be off that section and they are going to be carrying you for a year."
- "The department tries to help as much as possible."

Twenty-eight percent of male officers indicated that women had to make a decision regarding their family and career. It was stated that females were given extended leave and tended not to return to duty. This caused a great deal of resentment towards women due to the extensive costs involved in the training of those female officers and the expenses incurred as a result of having to hire new people.

Twenty-two percent of male respondents were not supportive of what was considered preferential treatment towards women. For initiatives like job-sharing and part-time employment to become accepted, these options would have to be available for male officers as well. Otherwise, it was indicated that greater resentment towards women would ensue.

Finally, nineteen percent of male officers interviewed indicated that females were faced with a tremendous amount of pressure and expectation with regards to family and career. It was considered unfair that females are automatically faced with choosing between family and career due to traditional stereotypes and social conventions. A need for policy in this area was essential.

- "Policing is not for everyone, and it is up to women to decide which is more important, their career or their family. You have to be willing to make some sacrifices to succeed in this profession."
- "This is just another example of the advantages of being a woman in this profession. For such things as part-time employment and job-sharing to work they would have to be available for everyone."
- "It is unfortunate that women are always expected to put their careers on hold to have children. I don't see why a man can't stay home with the children."

JOB-SHARING:

Sixty-eight percent of female respondents indicated that job-sharing would be an excellent option to help contend with the family/career conflict in all areas of policing. It was stressed that this avenue should be available for both genders so as not to promote discrimination against male officers. It was stated that training would have to be constantly maintained, and that it was the officer's responsibility to keep up to date with changes in the community and department policy. Job-sharing was considered an effective way to keep more officers in the profession thus reducing the costs of hiring and training new people.

Twenty-three percent of those female officers interviewed stated that although job-sharing may be feasible in administrative positions, it would be virtually impossible to implement in areas like General Patrol and Criminal Investigation. These areas require members to constantly be in touch with the community and the criminal elements residing within it. It was thought that it would be extremely difficult to maintain continuity in investigations and arrange court time due to the fact that policing does not maintain a regular schedule.

- "There is no reason why we couldn't have job-sharing. It is an excellent idea for a number of positions throughout the department. I know many people who would be interested in doing that. I don't think there would be any loss of job effectiveness."
- "I like the idea of job-sharing, I think it could be the answer. Enough officers would be interested in that."
- "You can't have part-time officers here because most investigations carry on, and you have to have continuity in those investigations."
- "The trouble with job-sharing is that we have a lot of follow-up work to do on numerous investigations, so it would be almost impossible to work part-time in Patrol."

Twenty-nine percent of male officers interviewed supported the concept of job-sharing as a practical means to alleviate some of the pressures created by the family/career conflict. It was stated that it would be necessary for job-share positions to be available for all officers regardless of gender. It was also stated that job-sharing shouldn't be a permanent position but should be available to those feeling the pressures of having small children and a career.

Similar to their female counterparts, thirty-seven percent of male respondents indicated that job-sharing would be extremely difficult to implement in such areas as Patrol or General Investigation. The possibility for the implementation of job-sharing in administrative positions was considered a feasible option. From an operational stance, it was stated that policing is not a job which can be done on a part-time basis.

Thirteen percent of male respondents indicated that job-sharing would create a managerial and administrative dilemma. Officers were concerned with how job-sharing related to promotion, holidays, and benefits. It was indicated that those who would choose to job-share would essentially be damaging their chances for promotion and advancement within the department.

Finally, ten percent of male officers interviewed were concerned that job-sharing would take away positions which officers on the street worked towards. The importance of positive morale and unity in the force was emphasized. It was perceived that job-sharing could lead to greater tension and division between male and female officers.

- "Our biggest loss are those female officers who have gained a tremendous amount of experience on the job, have children, and then don't come back to work. It is a huge loss of experience, and I think job-sharing would help to prevent that."
- "I don't think anyone can have a legitimate argument against job-sharing except for the administrative and scheduling aspect of it."
- "You can't job-share in the specialized sections because these are positions which are seen as a reward for good work on the road. If you put part-time people in these areas it wouldn't be fair to the officers on the street who are working their way towards those positions. If the officers on the street are discontent, the public will notice."

SEXUAL HARASSMENT:

Sixty-five percent of female respondents indicated that although sexual harassment was seen in the policing environment, it was not considered to be a major problem. Females stated that harassment, for the most part, could be effectively resolved immediately by the woman. Comments and humour of a sexist or suggestive nature were accepted as part of the job which could easily be ignored. Further education of all members regarding what

harassment entails was desperately needed. If harassment persisted females had confidence that formal department policy could quickly and fairly resolve the issue. Furthermore, the existence of formalized policy in this area discouraged behaviour of this sort from taking place.

Twenty-three percent of female officers were concerned that harassment policies were not definitive in defining and categorizing what the term 'harassment' actually entails. Females indicated that a clear definition of harassment would need to be developed to prevent the misuse and abuse of formalized policy in this area.

Eight percent of female respondents indicated that harassment was a serious problem that could be found at all levels of the rank structure. It was indicated that many females refused to utilize the harassment policy for fear of greater persecution from management and other members.

- "Sexual harassment can usually be dealt with through speaking to the individual guilty of the action. It is reassuring to have a policy in place which protects women from this type of behaviour."
- "You have to be careful in your definition of harassment. Does this include the occasional dirty jokes which are heard? For the policy to be effective, it must clearly define what sexual harassment is."
- "I feel that the department only pays lip service to harassment policy. It is important to stand up for your rights."
- "Reporting harassment is very difficult to do, because you still have to work with these guys, and depend on them on the street."

Fifty seven percent of male respondents indicated that there was no place for sexual harassment of any kind in the work environment. Formal policy was cited as being essential, but that it should be there only as the last resort. Sexual harassment was stated to be a serious issue, therefore commanding serious ramifications; as a result, sexual harassment complaints were not to be taken lightly.

Nineteen percent of male responses were concerned that sexual harassment policy in practise was biased against the individual accused. The belief existed that male officers were essentially guilty until proven innocent in the eyes of the police administration. It was indicated that there was a need for the re-

evaluation of harassment policy to provide a fair and effective means of dealing with this problem.

Thirteen percent of male officers indicated that instances of sexual harassment were extremely few in policing. It was stated that no serious problems had surfaced in this area.

- "There is no room for sexual harassment of any kind in the workplace. This sort of behaviour should not be tolerated, and those who are guilty of this behaviour should face the consequences."
- "You are basically considered guilty until proven innocent. Management predominantly sides with the accuser which is not fair or objective."
- "I have never seen an example of sexual harassment during my career."

6. A CURRENT TREND IS TO CIVILIANIZE MANY DUTIES TRADITIONALLY ASSIGNED TO POLICE OFFICERS. DOES THIS PRACTICE NEED TO BE RE-EVALUATED?

Male and female officers shared similar opinions and concerns about this issue.

Forty-eight percent of the officers believed that civilianization was economically favourable for the organization. In most cases, a department could hire two civilians for the same cost of one police officer. It was also mentioned that civilianization allowed the organization to hire trained employees into specialized areas (e.g., Communications and Records) thereby, freeing up more police officers to attend to calls for service. In addition, lateral entry of civilians possessing managerial, interpersonal, and technical skills into previously staffed police positions could provide valuable insights for the police organization.

Forty-three percent of the officers explained the dangers of extensive civilianization, stating that the increase of civilian positions removes postings which previously were assigned to senior or disabled officers, or for use as light duty positions for pregnant officers. These officers indicated that it was important for the organization to take care of its members in times of injury, pregnancy, or stress, as well as offering a lighter duty for those senior members at the end of their careers. These "inside" positions permitted the officers to continue to contribute to the organization for the duration of their career after leaving

general duties. Cost effectiveness was considered important, but that should never compromise a certain degree of compassion which the administration should have for its employees.

Fifteen percent of the officers cited the concern that civilians assigned to the 'dispatch area' lacked the practical experience to make proper deployment decisions. Therefore, the police supervisors in this area were constantly required to scrutinize the decisions of the civilian staff, which consequently added to the officer's stress level and workload. It was suggested that this would not be the case if these positions were filled by trained police officers.

Finally, seven percent of the officers commented on the conflicts which occurred between the police administration and the civilian unions when it came to negotiating over positions which historically had been job placements for officers who were disabled or recovering from work-related injuries.

- "There are a lot of places where we could use civilian personnel, it is a matter of cost effectiveness."
- "I don't think we should civilianize as many positions to save those jobs for members who are pregnant, disabled, or just need a break from the road."
- "You need a police background in a lot of administrative areas because you have to know the profession before you can make major decisions in terms of finances, deployment, and operational protocol."
- "We constantly face difficulties when negotiating with the union governing civilian staff, especially in terms of light duty positions."

7. WHAT IS YOUR SENSE OF THE TYPE AND LEVEL OF PUBLIC EXPECTATION(S) AS IT RELATES TO THE ROLE OF WOMEN AND MEN IN POLICE WORK?

Male and female officers shared similar opinions and concerns about this issue.

Fifty-two percent of the officers interviewed believed that there was essentially no difference in public expectations, or the way either gender were treated on a call for service. The respondents indicated that females had been in policing long enough to be accepted by the public. Most victims of crime simply wanted a uniformed officer who would effectively resolve their particular situation.

Forty-three percent of the officers perceived that the public expected female officers to be more understanding and compassionate than their male counterparts. It was believed that due to their inherent maternal nature females were more proficient in investigations involving sexual assault or child abuse. Numerous references were made that these victims often request female police officers to attend to the call for service.

Twenty-three percent of the officers had observed that female officers did not receive the same respect as male officers when dealing with certain ethnic minorities in the community, especially from the males within these groups. They refused to acknowledge the authority of a female officer and assumed that the male was the more experienced and senior officer. This was attributed to the various social differences which are inherent to different cultures.

It was believed by 18 percent of the officers that the public continues to expect the traditional, police officer (a large, white male) to arrive in response to their calls for service. Female officers continue to be seen as a novelty to some members of the public.

Eleven percent of the responses focused on the perception that the public tended to be concerned about the physical safety and effectiveness of female officers in violent or confrontational situations.

- "The general public expects the females to carry out the role of a police officer just as well as the men. They expect the police to be able to do what is required when they have been called to a complaint, no matter what the gender. The public is satisfied now that females are occupying police positions as long as they can do the job properly."
- "Female victims often request female officers especially in sexual assaults."
- "A lot of the ethnic groups have no use for female officers, whereas they are totally different with the men. We can't change their cultural beliefs overnight."
- "Some members of the public complain that female officers are sent.... They expect the typical large male officer to respond to their calls for service. This is due to the fact that society hasn't changed as quickly as the government would like it to."

In summary, the following categories emerged from the taped interviews:

- Recruiting strategies. The responses to this question focused on four specific categories: Employment Equity Legislation; Recruitment; Hiring; and Promotion.
- Performance standards. This question centred on internal performance expectations of female officers by the management and their peers. The range of responses were divided into four main categories: Standards; Expectations; Performance; and, Acceptance.
- Impact of female police managers.
- Organizational conditions necessary for fuller assimilation. The responses to this question covered a wide ranged issues such as: maternity leave; light duties during pregnancy; family/career conflicts; job-sharing; and sexual harassment.
- Civilianization; and,
- Perceptions of public expectations about male and female officers.

FORMER POLICE OFFICER FINDINGS

At each site, two requests were made of the person in charge of personnel: (1) to complete a survey identifying the number of male and female officers having left their service within the last five years, their length of service, rank and reason for separation; and (2) provide a list of these officers with accompanying addresses in order that a questionnaire could be mailed directly to them. The questionnaire contained similar information to the national mail-out and on-site surveys, with additional questions on the reason for separation from policing.

Following is the numerical distribution of former male and female officers by agency in the last five years, 86.5 percent were males and 13.5 percent females:

	<u>TOTAL %</u> (N=104)	<u>MALES</u> (n=90)	<u>FEMALES</u> (n=14)
•Moncton Police Force	N= 11	10	01
•Delta Police Department	N= 08	07	01
•Burnaby RCMP Detachment	N= 08	06	02
•Surrey RCMP Detachment	N= 06	03	03
•Halton Regional Police	N= 42	38	04
•London Police Force	N= 29	26	03

The turnover rates for the RCMP are difficult to ascertain at the detachment level because members are transferred within and across Divisions; i.e., transfers IN and OUT for 1992, in Burnaby were: 49 and 57; and in Surrey were: 47 and 53, respectively. The names provided by the OIC of Personnel reflected those members that had left the RCMP while assigned to the respective detachment. The 'Force-wide' data provides very valuable information however. The average attrition rate for RCMP members with the same cohort (length of service) since 1974 is males 2.78% and females 5.31%. The following information shows the attrition rates for RCMP members with the same cohort (length of service) from 1983 to 1993.

<u>RCMP ATTRITION RATES</u>		
<u>YEAR</u>	<u>MALES</u>	<u>FEMALES</u>
83-84	1.2%	4.1%
84-85	1.5%	5.4%
85-86	2.3%	4.9%
86-87	2.1%	3.8%
87-88	2.1%	6.4%
88-89	1.6%	4.7%
89-90	1.5%	3.7%
90-91	1.6%	3.4%
91-92	1.3%	3.1%
92-93	1.2%	2.2%

It was originally anticipated to retrieve additional information about turnover rates within municipal forces from Statistics Canada; however, this information is not captured by CCJS. In addition, the Bureau of Labour Information, Ottawa, was contacted to provide comparable turnover rates by gender with other occupations and policing. Unfortunately, there were no available sources of data collected on this issue.

This section of Chapter Three will address the findings from two components: the survey results from the person in charge of personnel and the returned questionnaires from former police officers.

RESULTS OF PERSONNEL SURVEY REGARDING FORMER POLICE OFFICERS (N=104)

TABLE 39

LENGTH of POLICE SERVICE

<u>TOTAL %</u>	<u>SERVICE</u>	<u>MALES</u>	<u>FEMALES</u>
41.3%	less than 5 years	38.9% (n=35)	57.1% (n=8)
26.9%	5 to 10 years	26.7% (n=24)	28.6% (n=4)
21.2%	11 to 15 years	22.2% (n=20)	14.3% (n=2)
8.7%	16 to 20 years	10.0% (n=9)	0%
1.9%	21 to 25 years	2.2% (n=2)	0%

<u>RANK</u>			
<u>TOTAL %</u>	<u>RANK</u>	<u>MALES</u>	<u>FEMALES</u>
<u>1.0%</u>	Insp. & ABOVE	1.1% (n=1)	0%
<u>5.8%</u>	S/Sgt. & Sgt.	6.7% (n=6)	0%
<u>93.3%</u>	Cst. & Cpl.	92.2% (n=83)	100% (n=14)
<u>REASON FOR SEPARATION</u>			
<u>TOTAL %</u>	<u>REASON</u>	<u>MALES</u>	<u>FEMALES</u>
<u>1.0 %</u>	DISABILITY	1.1% (n=1)	0%
<u>1.0 %</u>	PREGNANCY	0 %	7.1% (n=1)
<u>1.0 %</u>	OTHER MEDICAL	0 %	7.1% (n=1)
<u>2.9 %</u>	FAMILY/CAREER CONFLICT	0 %	21.4% (n=3)
<u>5.8 %</u>	FAMILY REASONS	2.2% (n=2)	28.6% (n=4)
<u>12.5 %</u>	DISSATISFACTION	12.2% (n=11)	14.3% (n=2)
<u>38.5 %</u>	OTHER EMPLOYMENT	41.1% (n=37)	21.4% (n=3)
<u>7.7 %</u>	DISMISSAL	8.9% (n=8)	0%
<u>8.7 %</u>	SEPARATION IN LIEU OF FIRING	10.0% (n=9)	0%
<u>20.2 %</u>	OTHER	24.4% (n=22)	0%

MAIL-OUT QUESTIONNAIRE RESULTS FROM FORMER POLICE OFFICERS (N=19)

Of the 104 surveys sent to former police officers, 34 were returned 'moved, address unknown'. It is unknown how many surveys actually reached their destination, however, 19 were returned completed. (If 70 questionnaires had reached their destination, then the response rate was 27 percent).

SAMPLE CHARACTERISTICS

The total sample size was 19. The distribution by Agency included: Halton n=7; London n=2; Delta n=2; Burnaby n=3; and Surrey n=5. The Gender breakdown was 68.4 percent (n=13) males and 31.6 percent (n=6) females. Moncton is not represented since no completed surveys were returned.

AT TIME OF SEPARATION FOR THE FOLLOWING:

The percentage distribution will be presented for the sample in total and then by gender. There were NO statistically significant differences by gender for any of the following sample characteristics.

TABLE 40SAMPLE CHARACTERISTICS

<u>RANK</u>			
<u>TOTAL %</u>	<u>RANK</u>	<u>MALES</u>	<u>FEMALES</u>
<u>15.8%</u>	S/Sgt. & Sgt.	23.1% (n=3)	0%
<u>84.2%</u>	Cst. & Cpl.	76.9% (n=10)	100% (n=6)

The two males (Sergeant rank) and one female (Corporal rank) who had received promotions indicated that the following selection methods were used in their promotion:

<u>NUMBER OF 'YES' RESPONSES</u>		
<u>METHODS</u>	<u>CPL.</u>	<u>SGT.</u>
Performance Evaluation	n=3	n=2
Recommended by a Senior Officer	n=3	n=2
Promotion Committee	n=0	n=2
Written Examination	n=1	n=1
Oral Interview	n=1	n=1
Psychological Evaluation	n=1	n=0
Promotion Assessment Form	n=1	n=2

LENGTH of POLICE SERVICE

<u>TOTAL %</u>	<u>SERVICE</u>	<u>MALES</u>	<u>FEMALES</u>
15.8%	less than 5 years	15.4% (n=2)	16.7% (n=1)
15.8%	5 to 10 years	7.7% (n=1)	33.3% (n=2)
36.8%	11 to 15 years	30.8% (n=4)	50.0% (n=3)
26.3%	16 to 20 years	38.5% (n=5)	0%
5.3%	26 years or greater	7.7% (n=1)	0%

AGE RANGES

<u>TOTAL %</u>	<u>AGE RANGE</u>	<u>MALES</u>	<u>FEMALES</u>
31.6%	19 to 29	23.1% (n=3)	50.0% (n=3)
57.9%	30 to 39	61.5% (n=8)	50.0% (n=3)
5.3%	40 to 49	7.7% (n=1)	0%
5.3%	50 to 59	7.7% (n=1)	0%

RACIAL ORIGIN

<u>TOTAL %</u>	<u>RACE</u>	<u>MALES</u>	<u>FEMALES</u>
89.5%	Caucasian	84.6% (n=11)	100% (n=6)
10.5%	Other	15.4% (n=3)	0%

MARITAL STATUS

<u>TOTAL %</u>	<u>MARITAL STATUS</u>	<u>MALES</u>	<u>FEMALES</u>
68.4%	Married	69.2% (n=9)	66.7% (n=4)
10.3%	Single	7.7% (n=1)	15.7% (n=1)
5.3%	Separated	7.7% (n=1)	0%
15.8%	Divorced	15.4% (n=2)	16.7% (n=1)

CHILDREN

<u>TOTAL %</u>	<u>CHILDREN</u>	<u>MALES</u>	<u>FEMALES</u>
42.1%	NO	30.8% (n=4)	66.7% (n=4)
57.9%	YES	69.2% (n=9)	33.3% (n=2)

LEVEL of EDUCATION COMPLETED

<u>EXIT</u>	<u>EDUCATION</u>	<u>MALES</u>	<u>FEMALES</u>
<u>10.5%</u>	HIGH SCHOOL DIPLOMA	15.4% (n=2)	0%
<u>10.5%</u>	SOME COLLEGE	7.7% (n=1)	16.7% (n=1)
<u>36.8%</u>	COLLEGE DIPLOMA	46.2% (n=6)	16.7% (n=1)
<u>26.3%</u>	SOME UNIVERSITY	23.1% (n=3)	33.3% (n=2)
<u>10.5%</u>	BACHELOR'S DEGREE	7.7% (n=1)	16.7% (n=1)
<u>5.3%</u>	OTHER	0%	16.7% (n=1)

FURTHER EDUCATION AFTER LEAVING POLICING

<u>TOTAL %</u>	<u>EDUCATION</u>	<u>MALES</u>	<u>FEMALES</u>
<u>57.9%</u>	NO	61.5% (n=8)	50.0% (n=3)
<u>42.1%</u>	YES	38.5% (n=5)	50.0% (n=3)

Both male and female respondents indicated that they had taken community college and university courses in criminology, management and business related courses.

ATTITUDES ABOUT WORK ENVIRONMENT

The following five questions addressed attitudes about policing. Chi-square analysis revealed that NO statistically significant differences existed between the genders for enjoyment, meeting expectations, and the effect of the job on one's private life.

TABLE 41: ATTITUDES ABOUT WORK ENVIRONMENT**1. IN GENERAL, TO WHAT DEGREE DID YOU ENJOY POLICE WORK?**

<u>TOTAL %</u>	<u>ENJOYMENT</u>	<u>MALES</u>	<u>FEMALES</u>
<u>5.6%</u>	NOT AT ALL	7.7%(n=1)	0%
<u>5.6%</u>	SOMEWHAT	7.7%(n=1)	0%
<u>16.7%</u>	REASONABLY	23.1%(n=3)	0%
<u>27.8%</u>	QUITE A LOT	15.4%(n=2)	60.0%(n=3)
<u>44.4%</u>	VERY MUCH	46.2%(n=6)	40.0%(n=2)

2. DID YOUR CAREER AS A POLICE OFFICER LIVE UP TO YOUR EXPECTATIONS?

<u>TOTAL %</u>	<u>EXPECTATIONS</u>	<u>MALES</u>	<u>FEMALES</u>
<u>16.7%</u>	SOMEWHAT	23.1%(n=3)	0%
<u>44.4%</u>	REASONABLY	38.5%(n=5)	60.0%(n=3)
<u>16.7%</u>	QUITE A LOT	15.4%(n=2)	20.0%(n=1)
<u>22.2%</u>	VERY MUCH	23.1%(n=3)	20.0%(n=1)

The respondents were asked to explain in what way policing had or had not, met their career expectations. The comments were assessed by gender and for positive and negative opinions. Five categories were apparent from the content analysis: internal politics, justice system, satisfying and challenging, assisting the public, and employment opportunities. In general, female respondents were more positive than their males counterparts.

- "Police work is great, the lack of support by management is disappointing".
- "Management change of policing over emphasized community relations and not crime prevention and enforcement".
- "The justice system always left feelings that you were not accomplishing anything".
- "Very challenging, physically and mentally". "Provided a variety of assignments".
- "It made me feel as if you were making a difference in some people's lives; yet we were over-regulated inside the department, treated like children".
- "Good opportunities for advancement; however, we were not allowed to stay in a field you might really enjoy".
- "No incentives for promotion; the average constable has to wait between 10 to 15 years before eligibility for promotion, this is too long".
- "Unstructured, flexible work environment where I could make my own decisions".

3. HOW SATISFIED WERE YOU WITH THE EFFECT THAT YOUR JOB HAD ON YOUR PRIVATE LIFE?

<u>TOTAL %</u>	<u>SATISFIED</u>	<u>MALES</u>	<u>FEMALES</u>
<u>11.1%</u>	NOT AT ALL	15.4% (n=2)	0%
<u>33.3%</u>	SOMEWHAT	38.5% (n=5)	20.0% (n=1)
<u>33.3%</u>	REASONABLY	30.8% (n=4)	40.0% (n=2)
<u>22.2%</u>	QUITE A LOT	15.4% (n=2)	40.0% (n=2)

4. DID YOU ENCOUNTER ANY PARTICULARLY STRESSFUL, WORK-RELATED EXPERIENCES DURING YOUR LAST YEAR ON THE FORCE?

<u>TOTAL %</u>	<u>STRESS</u>	<u>MALES</u>	<u>FEMALES</u>
<u>36.8%</u>	NO	23.1% (n=3)	66.7% (n=4)
<u>63.2%</u>	YES	76.9% (n=10)	33.3% (n=2)

A statistically significant percentage of males encountered more stressful work-related experiences than their female counterparts.

The stressful incidents were assessed by gender. Four categories were relevant for both genders and one category was gender specific. They included: community related incidents; promotion and transfers; management; internal investigations; and sexual harassment.

- "Sometimes stress comes from a call, or from the public who misunderstand the role of the police, but mostly its from the internal politics involved in the office".
- "High speed pursuits..." "Child abuse cases..." "Suicides..." "Life threatening calls with next to no cover..." "Court cases involving serious offenses..."
- "To apply for promotions and never even received an interview".
- "Transfer would require me to sell my house. I am tired of not having control over my own destiny".
- Conflict of interests between management and police job and additional employment. "Asked to leave".
- "[Overt] sexual harassment remains alive [manager to subordinate] and well in policing...."

5. RATE MORALE AT TIME OF SEPARATION

<u>TOTAL %</u>	<u>MORALE</u>	<u>MALES</u>	<u>FEMALES</u>
<u>26.3%</u>	EXTREMELY LOW	38.5% (n=5)	0%
<u>31.6%</u>	LOW	23.1% (n=3)	50.0% (n=3)
<u>26.3%</u>	SATISFACTORY	23.1% (n=3)	33.3% (n=2)
<u>10.5%</u>	HIGH	15.4% (n=2)	0%
<u>5.3%</u>	EXTREMELY HIGH	0%	16.7% (n=1)

A significantly higher percentage of males identified a lower morale at time of separation as compared to the female group.

TABLE 42**AFFIRMATIVE RESPONSES FOR RATIONALE FOR SEPARATION**

[Respondents could choose more than one response, hence the percentage does not add up to 100]

<u>PERCENT</u>	<u>RATIONALE</u>	<u>MALES</u>	<u>FEMALES</u>
<u>63.2%</u>	OTHER EMPLOYMENT	69.2% (n=9)	50.0% (n=3)
<u>36.8%</u>	FAMILY-CAREER CONFLICT	30.8% (n=4)	50.0% (n=3)
<u>31.6%</u>	DISSATISFACTION WITH JOB	46.2% (n=6)	0%
<u>21.1%</u>	OTHER	23.1% (n=3)	16.7% (n=1)
<u>15.8%</u>	FAMILY	23.1 (n=3)	0%
<u>10.5%</u>	MEDICAL	15.4% (n=2)	0%
<u>5.3%</u>	DISABILITY	7.7% (n=1)	0%
<u>5.3%</u>	PREGNANCY	0%	16.7% (n=1)
<u>5.3%</u>	IN LIEU OF FIRING	7.7% (n=1)	0%

RECRUITMENT AND SELECTION CRITERIA

Similar to the on-site questionnaire, the respondents were asked to identify from a list of recruitment methods which methods had been used when they were recruited; and what considerations they thought were employed in their selection. The percentage distribution of the 'YES' responses to each variable is presented for the sample in total and then by gender. Chi-square analysis revealed NO significant differences by gender.

TABLE 43: RECRUITMENT

<u>RECRUITMENT METHOD</u>	<u>TOTAL %</u> <u>YES</u>	<u>MALES</u>	<u>FEMALES</u>
Personal interest	89.5%	84.6% (n=11)	100% (n=6)
Influenced by a family member/friend	21.1%	15.4% (n=2)	33.3% (n=2)
Influenced by police officer(s)	21.1%	23.1% (n=3)	16.7% (n=1)
Recruitment officer	26.3%	23.1% (n=3)	33.3% (n=2)
Team of recruiters	0%		
Volunteered in police sponsored activity	15.8%	15.4% (n=2)	16.7% (n=1)
Media advertising	26.3%	38.5% (n=5)	0%
Other	15.7%	7.7% (n=1)	33.3% (n=2)

'Other' reasons included: was a police officer with another agency; a former military career; and worked as a civilian in a police agency.

TABLE 44**SELECTION CRITERIA**

<u>SELECTION</u>	<u>TOTAL %</u> <u>YES</u>	<u>MALES</u>	<u>FEMALES</u>
Oral interview	100 %	100 % (n=13)	100 % (n=6)
Written examination	100 %	100 % (n=13)	100 % (n=6)
Educational level	89.5%	92.3% (n=12)	83.3% (n=5)
Personality test	63.2%	53.8% (n=7)	83.3% (n=2)
Cognitive ability test	57.9%	53.8% (n=7)	66.7% (n=2)
Special skills	31.6%	30.8% (n=4)	33.3% (n=2)
Medical examination	89.5%	100 % (n=13)	66.7% (n=4)
Physical fitness test	52.6%	69.2% (n=9)	33.3% (n=2)
Fitness Test PRIOR to basic training	52.6%	61.5% (n=8)	33.3% (n=2)
Vision	88.9%	88.4% (n=13)	92.7% (n=4)
Age	89.5%	100 % (n=13)	66.7% (n=2)
Height	73.7%	84.6% (n=11)	50.0% (n=3)
Weight	63.2%	69.2% (n=9)	50.0% (n=3)
Other physical requirements	10.5%	7.7% (n=1)	16.7% (n=1)

The 'Other' requirements included endurance and more in-depth medical examinations. Special skills were identified as: previous

experience as a police officer; languages; auxiliary experience; and athletic competence.

42.1 percent (N=8) of the sample, 6 males and 2 females indicated that ONE of the above selection criteria had a greater value in the selection process than the other. These were: oral interview (3 males and 2 females); special skills (1 male); cognitive test (1 male); and physical fitness (1 male).

TRAINING

All the respondents had taken basic training at a Police Academy and 94.7 percent (13 males and 5 females) had completed basic training prior to promotion to first class constable status. As shown below, all the respondents had been involved in some type of on-site field training.

TABLE 45: ON-SITE FIELD TRAINING

<u>ON-SITE FIELD TRAINING</u>	<u>TOTAL %</u>	<u>MALES</u>	<u>FEMALES</u>
	<u>YES</u>		
Formal field training	78.9%	84.6%(n=11)	66.7(n=4)
Assigned to an experienced officer	94.7%	92.3%(n=12)	100 %(n=6)
Other types of training	42.1%	38.5(n=5)	50.0%(n=3)

The 'Other' types of training were identified as: in-service training and former policing experience. All the respondents had initially been assigned to general duties when they achieved First Class Constable status.

ASSIGNMENTS

This next question asked the respondents to identify the various work assignment areas they had undertaken during their policing career. Generally, both groups had a lack of exposure to a variety of assignments. **Chi-square** was statistically different at the $p = 0.05$ level for more males had traffic experience than females.

TABLE 46: ASSIGNMENT BY GENDER

<u>ASSIGNMENT AREA</u>	<u>TOTAL %</u> (N=19)	<u>MALES</u> (n=13)	<u>FEMALES</u> (n=6)
General Duties	100 %	100 %	100 %
Traffic *	78.9%	92.3%	50.0%
Administration/ Planning & Research	57.9%	61.5%	50.0%
Crime Prevention/ School liaison	47.4%	38.5%	66.7%
CIB/GIS/Intelligence/ Surveillance/serious crimes	42.1%	46.2%	33.3%
Communications/Dispatch	42.1%	46.1%	33.3%
Drug Enforcement	31.6%	23.1%	50.0%
Training/ Education	31.6%	30.8%	33.3%
Commercial Crime	26.3%	38.5%	0%
Courts	21.2%	30.8	0%
Staffing/Personnel	21.1%	30.8%	0%
Marine	21.1%	30.8%	0%
Vice	21.1%	15.4%	33.3%
Juvenile/Youth	15.8%	23.1%	0%
Identification Unit	15.8%	23.1%	0%
Records	10.5%	15.4%	0%
Jail	10.5%	15.4%	0%
Crime Analysis	10.5%	15.4%	0%
Internal Affairs	5.3%	7.7%	0%
Canine	0%	0%	0%
Other	21.1%	15.4%	33.3%

'Other' assignments included: CIB reader/ analyst; C.L.E.U. (Coordinated Law Enforcement Unit); and breathalyser / accident investigations.

PERSONNEL POLICIES AND PRACTICES

MATERNITY LEAVE, PREGNANCY AND SEXUAL HARASSMENT

The survey explored three policy areas: maternity leave, work assignments during pregnancy and sexual harassment. With respect to each issue, the respondents were asked whether their department had a written policy.

MATERNITY LEAVE AND WORK ASSIGNMENTS DURING PREGNANCY

There was confusion about knowing if a maternity leave policy was in place or not, for both genders with members with the same cohort i.e., termination after policy was in place and for those terminating when no policy was in place. The percentage distribution is presented for what the respondents thought was the general practice for work assignments during pregnancy. There were no significant differences by gender.

TABLE 47: WORK ASSIGNMENT FOR PREGNANT OFFICERS

<u>ASSIGNMENT</u>	<u>TOTAL % YES</u>	<u>MALES</u>	<u>FEMALES</u>
Light duty as per written policy	53.8%	50.0%	66.7%
Light duty at the women's request	30.8%	30.0%	33.3%
Light duty at the discretion of her supervisor	15.4%	10.0%	33.3%
Continue on regular assignments until she goes on leave	23.1%	100 %	0%
Other	7.7%	10.0%	0%

Male respondents commented that when positions were not filled due to light duty and or maternity leave the lack of personnel on shift was problematic. This was seen as causing additional strain on the remaining resources and frustration towards the female. Despite the fact that this was really an operational problem.

SEXUAL HARASSMENT

Controlling for relevant date of termination and the existence of policy (or lack of), officer's the knowledge about sexual harassment policy was greater than for maternity leave.

Three females commented:

- "sexual harassment was considered to be the price one paid for being a female officer". "It came from all ranks and was practised openly..."

Seven Male commented:

- "the obvious benefits for a policy is a sense of respect and understanding, on the surface at least, for each sex".
- "Some female members are too thin skinned on the issue".
- "In some cases, I suspect accusations of discrimination may be used as a crutch or weapon".

LEAVE OF ABSENCE

The majority of the respondents (78.9 percent) indicated they had 'Never' been on a LEAVE OF ABSENCE of greater than three months; however, two males had done so once; and two females had been absent twice. The main reasons given by gender where:

- (a) females - maternity leave on three occasions, ranging from 6 months - 12 months; and medical (depression) on one occasion for one year.
- (b) males - medical on one occasion for 4 months; and stress for one occasion for 4 months.

The four respondents indicated that there had been 'NO' formal network in place to assist them back into the day to day operations. One male indicated that an informal network existed to give assistance while the remaining three respondents indicated no such network existed. One respondent stated, "There were no updates on policy changes and there is never sufficient personnel to be able to ride two officers a car to get into the swing of things".

FUTURE TRENDS AND FEMALE ISSUES IN POLICING

The majority of the respondents answered the following two questions: (a) assume there would be a future increase in the participation of women in policing, what do you see as the principal results of this trend? and (b) any additional comments

that may assist in the future efforts to understand female personnel issues.

The content analysis of the MALE respondents revealed the following workplace barriers to women: (a) traditional work; (b) credibility; and (c) assumptions.

TRADITIONAL:

- "More police officers will be required to cover absentee periods due to pregnancies, stress leave..."
- "There is definitely a place for women... but not as a front line general duty officer".
- "Higher training costs because of a shorter career than their male counterparts".

CREDIBILITY:

- "Women lack the physical aptitude and the ability to be taken seriously by the public...."
- "Although police women are an asset in certain areas of policing, men are responsible for 90% of crime, therefore, policemen are in a better position to deal with them... women don't have the physical strength".
- "Resentment by male officers as they do not progress as quickly i.e., promotions or given the opportunities for different assignments."
- "Employment equity will result in hiring less qualified people, this will result in deterioration of police service".

ASSUMPTIONS:

- "The general attitude by most members of ... is that women have no place in the police environment".
- "Women certainly have a position in police work, not many think of general duty as a career".
- "Women are over-protected by management which leads to a general dislike by the males".

In general, the FEMALE responses were very different from their male counterparts. Their comments focused on: how policing had changed over-time; the importance of standards; discrimination; and job-sharing.

- "In 1973, I could not even get an interview because women were not supposed to be police officers... things have really improved".
- "There is safety in numbers as more women become police officers, this will result in less discrimination, and the gradual rise of women through the ranks... eventually they will influence policy and promotions."
- "Received support from the male officers and the public".
- "Management must hire the best person for the job, not quota fill, that will do a disservice to women, and make it more difficult to prove competency".
- "Job-sharing must be implemented for female officers wishing to return to work; with a high stress job and the pressures facing new mothers it would greatly assist in the transition period from maternity leave to full-time work".

In summary, approximately 104 officers left the six on-site agencies during the last five years, 86.5 percent were males and 13.5 percent were females. The National RCMP attrition rates for members with the same length of service has gradually decreased from 1988 to 1992 (e.g., 1988: males 1.6 percent, females 4.7 percent; 1992: males 1.2 percent and females 2.2 percent).

The majority of the men and women had between less than 5 years to 15 years of service. Ninety-three percent of the officers (92.2 percent males and 100 percent females) were constables, 6.7 percent were Staff Sergeant and Sergeant rank, and 1 percent were Inspectors. The main reasons for separation for male officers were: other employment; separation in lieu of firing; dismissal; and other; and for female officers were: family reasons; family/career conflicts; other employment; and dissatisfaction with the job.

Of the 104 surveys mailed to these former officers, 34 were returned stamped 'moved, address unknown'. It is unknown how many surveys actually reached their destination, however, 19 completed surveys were returned. The gender breakdown was 68.4 percent males (n=13) and 31.6 percent females (n=6). One woman was a corporal and the rest were constables at separation while 10 men were constables and 3 men were at the S/Sgt & Sgt. rank.

Performance evaluation and recommended by a senior officer were perceived as the most salient methods used in promotion for both genders. The majority of the males length of service was between 11 to 20 years and 11 to 15 years for the females. The majority of men and women were between 19 to 39 years and were

married. Over two-thirds of the men and one-third of the women had children at their time of separation. Both groups were well educated with the majority having a college diploma or university degree. Half of the group had furthered their education after leaving policing. Of note, generally, both groups had a lack of exposure to a variety of work assignments. While both groups had general duty experience, significantly more males had traffic experience and more females had crime prevention experience.

Attitudes about work environment such as enjoyment, policing living up to individual expectations, effects of policing on one's private life and morale were quite mixed. Generally, the female group rated higher satisfaction on these variables than their male counterparts. Areas identified affecting expectations about police work included: lack of support by management; over-regulated by department and treated like children; rotated too frequently and not allowed to stay in a position of enjoyment; and no incentives for promotion since length of service dictated eligibility for promotion at the constable, corporal and sergeant levels.

A statistically significant percentage of males encountered more stress-related work experiences than their female counterparts. The main stress categories identified by both groups were: community related incidents; promotions and transfers; conflicts with management; internal investigations; and sexual harassment.

The main reasons given for separation included: Males- other employment, dissatisfaction with job and family-career conflicts; Females - other employment and family-career conflicts.

Personal interest was identified as the most influential factor in recruitment. The oral interview, written examination and education level were perceived by both genders as the most common selection criteria used in their selection process. The physical fitness test was not perceived as having a high priority by half of the group. All the respondents had taken basic training at a Police Academy and had some type of field training either in a formal program or assigned to an experienced officer.

The main issue raised by both genders regarding pregnancy was the fact that positions were not filled during light duty, and/or maternity leave resulting in hostility towards the females. Sexual harassment was considered by some women as the price one paid for being a female officer.

Twenty-one percent of the respondents (2 men and 2 women) had taken a leave of absence of greater than three months. The main reasons were maternity leave and depression for the women and medical and stress for the men. None had experienced any formal program to assisted them back into the work place.

The content analysis of the MALE respondents revealed the same workplace barriers to women as previously cited in the report: (a) traditional work; (b) credibility; and (c) assumptions. FEMALE respondents concerns focused on how policing had changed over-time; the importance of standards; discrimination; and job-sharing.

CHAPTER FOUR

RECOMMENDATIONS

In the future, it may be possible to ignore gender in employment practices and assume that all persons are treated solely on individual merits. However, in the male-dominated profession of policing that time has not yet arrived. In order to impact on the status of women in policing departmental leaders must make a commitment to increase the number of women officers and actively integrate them into all aspects of police work. Administrators must initiate or continue to closely monitor the implementation of equal employment opportunity policies and not engage in quota-filling or trying to play catch-up. They must also plan and implement programs designed to recruit, select, train, and retain women officers.

1. Recruitment, Selection and Employment Equity.

- Evaluate the understanding of high school and university career counsellors about the changing role of policing, the community policing delivery of service and the required attributes police agencies are looking for in their candidates.
- Include female officers as recruiters.
- Departments should have employment equity programs and actively engage in recruitment. The best way to increase the representation of women is by intensifying recruitment efforts to broaden the pool of **qualified** female applicants.
- Departments should assess their members understanding about what employment equity in the workplace actually means. This would assist in dispelling false beliefs and myths about employment equity and hiring practices.
- Information about equity programs should be widely publicized within the department and related discussion groups undertaken.
- Recruiters should encourage women to consider a police career by presenting a realistic picture of patrol assignments; opportunities for varied work assignments; career planning; personnel benefit packages; and family/career conflicts. This would assist in the better screening and retention of female officers.

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- Selection and hiring criteria should be reviewed and any criterion that is not job-related should be eliminated.
 - Selection and hiring interviews should include a team of interviewers comprised of both genders.
- 2. Recruit and/or In-service Training**
- Recruit training should include a variety of physical fitness exercises (not only those exercises to develop upper body strength), self-defense tactics and problem solving skills to ensure that officers are able to function effectively and safely on the street.
 - Standardize physical performance tests.
 - Conduct studies to challenge the rationale for focusing on the physical capability of women officers as the key attribute for police officers to display.
 - Incorporate pre-requisites into the recruit selection process, i.e., CPR, computer skills, swimming, first-aid and Introductory Psychology and Sociology courses.
 - Academy curriculum should include informal discussion sessions with experienced male and female officers. These should discuss openly some of the difficulties women are likely to face as tokens in many assignments and make suggestions for gaining acceptance as an officer.
 - Encourage the development of female support networks to assist trainees in coping with problems incurred by women officers in this male dominated profession.
 - Departments should provide recruits with visible and accessible female role models both at the academy and in field training.
 - Departments should examine data on the nature, extent and rationale of male and female officers by race who file an application; were offered employment; entered into the training process; and completed training. This data would provide additional valuable insights to the recruitment and selection process.
 - Interview members who resign to find out why they have chosen to do so and then analyze this information to measure the effectiveness of the recruiting process by the long-term, on-the-job performance of the member.

- Training should not reinforce gender based inequalities. It will be important to evaluate the training and re-train the trainers.
- Ensure that in-service training events are well publicized and free of sex discrimination.
- Training should discuss the promotion prospects of female officers and raise awareness of problems facing women amongst those responsible for promotion within the department.

3. Promotion requirements

- Review promotion requirements since length of service will have a greater effect on the promotion prospects of women rather than on men. Seniority should no longer be a consideration or reduced in weight, but an individual's position on the promotion list should be determined by a written examination and assessment centre scores.
- Women should be encouraged to seek promotion by creating and maintaining an open and fair process.
- Women should be encouraged to compete for 'operational' positions.
- There should be no restrictions to the number of times an applicant can enter the promotional process.
- Performance evaluations should be separated from the promotional process.

4. Networking

The formal or informal networks for sharing of information, providing mutual support and encouragement or through mentoring are important ingredients of organizational success. Therefore:

- Departments should encourage formal mentor relationships, informal networks and facilitate participation in professional organizations.
- Women officers should participate more actively as union, association and District representatives.

5. Deployment decisions

- Sergeant and Inspector development courses should draw attention to possible gender biases in deployment decisions.

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- Exposing employees to other types of experience and providing on-the-job development can help officers gain necessary experience.
 - Departments should conduct periodic audits of assignments to ensure that women are not diverted into clerical or 'stereotypical' female assignments.
- 6. Performance evaluations**
- Evaluations should be based on specific, written, job-related criteria rather than on quantity of work or promotional potential.
 - Departments should periodically review supervisor evaluations to determine: if there are sex differences in overall scores; identify if patterns exist that may be specific problem areas for males and females; and the persistence of sex role stereotyping.
- 7. Sexual Harassment**
- It is essential to formulate a policy statement on sexual harassment and establish a procedure for treating it as a clearly defined disciplinary offence.
 - All supervisors should receive in-service training regarding the policy and the importance of enforcing it.
 - Provide alternative, informal ways of resolving sexual harassment.
 - Provide support for victims.
- 8. Reducing Family / Career Conflicts and Turnover**
- Departments should establish a maternity leave policy and concomitantly, a work assignment procedure for dealing with a pregnant officer.
 - Details of maternity leave and work assignment provision should be widely publicized.
 - Attempts should be made to fill critical operational positions when vacancies occur from injuries, disabilities, and all other leaves.
 - Departments should establish paternity leave.

- Paternity leave arrangements would help women combine domestic responsibilities with a career and improve men's participation in domestic work.
- Supportive help be given to officers with children by establishing voluntary support group for working parents.
- Departments and unions should jointly take the initiative to address family/workplace conflicts when possible. A primary concern should be the availability of child care for police personnel of both sexes.
- Departments should develop policies regarding leave without pay for extended periods of time, for the following purposes: education, care and nurturing of pre-school children and personal needs.
- Provide child care facilities and establish counselling procedures for officers experiencing difficulties combining a career and a family.
- Attention should be drawn to officers who have successfully combined career and family, especially those on operational duties, to encourage others to follow suit.
- Examine shift rotation policy in order to address its compatibility with the family needs of officers.
- Pilot part-time, job-sharing or flexible working arrangements as ways to reduce turnover, burnout, and abuses of leave. Care must be taken in the implementation of these working arrangements to ensure that they are not confined to low-skill and low-status work but ones that are valued and stimulating. Jobs should not be used which have been subject to civilianization.

9. Civilianization

- Departments should proceed cautiously when civilianizing police positions. These positions may be needed for light duty assignments for both male and female officers.
- Departments should re-evaluate the training provided for civilian personnel especially in dispatch and front-desk areas, in order to promote efficient and effective deployment decisions and accurate dissemination of information to the public. This would assist in reducing the interventions required by watch commanders.

POST SCRIPT

A draft copy of this report was sent to the police managers from the six sites. Based on their comments some minor revisions were made to the report therefore, those specific comments were removed from their correspondence as they were no longer relevant. Their remaining comments, however, remain intact.

1. DELTA POLICE DEPARTMENT

" As requested by Chief Constable Wilson, I have reviewed your report 'Status of Women in policing in Canada, 1993'.

I found the report to be very informative and your recommendations interesting and thought provoking. For the most part this Department has implemented, or is in the process of developing, policy to deal with the areas dealt with in your recommendations.

Your recommendations concerning the topic 'Reducing Family/Career Conflicts and Turnover' were most interesting and valid. Unfortunately, with the current economic conditions and the tight budget restraints, there are no funds available for programs such as child care. The remainder of the suggestions in this field are non cost or low cost items that I feel can be implemented.

Your concerns concerning civilianization are quite valid but fly in the face of current trends in policing today. Again, this is due to the high costs of policing.

I feel this report will be of value to any police department planning for the future. It addresses a number of issues that are now relevant and if not in legislation currently, will soon be. I will personally use this report for reference in my future planning.

Your truly,

H.G. West, Inspector,
Officer in Charge
Staff Development Branch".

2. MONCTON POLICE FORCE

"RE: The Status of Women in Policing in Canada - 1993. I have perused with interest your 'draft' of this particular research project. Several areas of concern were certainly brought to the

forefront by the draft. Steps are presently underway to implement proper policy and procedures in respect to:

- (1) Sexual harassment complaints,
- (2) Maternity leave work assignments during pregnancy.

We will await a copy of the final document.

Yours truly,

John J. Lawlor, D/Chief
Director, Operations".

3. HALTON REGIONAL POLICE SERVICE

"I have reviewed the draft document The Status of Women in Policing in Canada:1993 as requested. It is a well researched, comprehensive report and the conclusions are not surprising.

- **Recruiting**

Police agencies must recognize that there is a shrinking applicant pool and if they are to compete successfully for the best people, it will necessitate finding new and innovative methods to recruit women and minorities into the Service.

- **Standards**

The standards for male and female officers should remain the same and the application of those standards must recognize the difference in performance which still achieves the same objective. The expectation must be that all officers will perform the same the standard.

I have seen little difference in the performance of males and females, neither sex has the corner on energy, courage or ability. In my view, acceptance has always been a matter of individual choice. There are, no doubt, some males who resent the gains made by women; however, I see that as a diminishing problem as the number of females increases.

- **Female Managers**

I do not see the increase in the number of female managers having a major impact in policing. It is a myth to believe that the value system or the organization will undergo a major change because women are more caring than men.

- **Assimilation**

Women will be assimilated into policing because they are there and changes will occur as a result. This process may well be made easier by implementing procedures which will assist resolving issues such as maternity leave.

It must be recognized that these issues have to be negotiated by the Police Service Boards and the Police associations as part of the working agreements. The politicians must accept that there is a responsibility to recognize these concerns when setting staffing limits, just as the Associations have to accept the use of part-time employees in the role of police officer.

- **Civilianization**

The reality of our times will preclude special consideration for officers unable to perform their duties assigned to them. While there must be opportunities for staff to return to modified duty as part of the rehabilitation process, there can be no jobs created for highly paid specialists.

The duties performed by most of the civilian members of the Service require special skill sets and officers do not always have ability to perform them. This is an area where Boards must create alternatives for those injured in the performance of their duty, with appropriate pensions, etc..

- **Level of service**

As identified, with the exception of certain cultural factors, the public see only the officer and unless they are dissatisfied with the level of service, they do not care which gender the officer belongs to.

As you are aware, the Halton Regional Police Service has implemented many of the recommendations contained in your report. While recognizing we still have a way to go, we believe that the trends established will continue into the future.

A.J. Barratt
Deputy Chief
Operations

4. RCMP SURREY DETACHMENT

"In reply to your request for formal comments, I intend to concentrate on your **recommendations**, apart from your opening comments in the Executive Summary.

In your opening remarks, you have placed emphasis on current trends which have acted to change or modify the occupational role of the law enforcement officer. The assumption that the role of police has changed may well be considered by many as being overstated. There is no question that we are in the process of renewing out partnership with the community however, to expect rapid change, to the extent that it impacts significantly on the role of all police officers, is somewhat unrealistic.

Under **recommendations**, you indicated that in the future, with changing attitudes and beliefs about women, all persons will be treated on individual merits. While the RCMP still has considerable work to be done in terms of recruiting additional female police officers, I do believe that we have accomplished much over the past several years to ensure that female members are treated equitably. Attitudes have changed significantly since 1974, the year that the RCMP employed their first female police officers. It is my experience that female officers currently earn the respect of fellow officers in the same manner that their male counterparts earn that respect, based on their work ethic and their interpersonal skills.

I will now comment on your recommendations under each specific heading:

1. RECRUITMENT, SELECTION AND EMPLOYMENT EQUITY:

I fully concur that we should continue to review our recruiting agenda/ practices to ensure that females are forthcoming as applicants. I would, however, use caution (as noted in my opening remarks) when telling them that the role of policing is changing. Potential applicants must be presented with the most realistic picture possible of the varied duties in the Force. To do otherwise may cause them to become quickly disillusioned once they face the reality of the job. In the RCMP, we do employ female officers and also officers representing visible minorities as recruitment officers, albeit their numbers may still be small. There is still much that can be done as you recommend.

2. RECRUIT AND/OR IN-SERVICE TRAINING:

I do not think that additional studies are required to justify physical capability standards for female or male officers, as their lives (as well as the lives of their fellow officers)

may depend on their physical capability. I concur that both men and women should be required to maintain their fitness.

The recommendation to incorporate pre-requisites in the recruit selection process is a good idea and should be incorporated as soon as possible.

3. PROMOTION REQUIREMENTS:

The recommendations made are already in place.

4. NETWORKING:

Valid recommendations.

5. DEPLOYMENT DECISIONS:

Within the RCMP, female officers are treated no differently than their male counterparts. At Surrey Detachment, there are almost no administrative positions which can be filled by any member.

6. PERFORMANCE EVALUATIONS:

The recommendations made are valid.

7. SEXUAL HARASSMENT:

The RCMP does have a policy in place. More work can still be done in the area of in-service training, however, severe budget restrictions impact significantly on such an initiative. Informal education is ongoing.

8. REDUCING FAMILY/CAREER CONFLICTS AND TURNOVER:

Many of the recommendations under this Section are valid. Budget restrictions will continue to impact the capability of Police Departments to carry out the suggested changes.

9. CIVILIANIZATION:

Speaking only for this Department/Detachment, we cannot afford not to civilianize as many inside positions as possible, due to budgetary demands. We must simply put our police officers on the street. With regard to your recommendation that Departments should re-evaluate the training provided for civilian personnel, I am somewhat of a loss to determine what bearing this has on your study.

I hope that my response will contribute to the feedback that you are receiving on your project. If I can be of further assistance, please do not hesitate to contact this office.

Yours truly,

J.W. TOWNSEND, Superintendent
Officer in Charge Surrey Detachment".

5. LONDON POLICE FORCE

"I am in receipt of a draft copy of your report, "The Status of Women in Policing in Canada: 1993" and have discussed same with Inspector Dan Vickery of our Professional Standards Branch, and offer the following observations.

1. Under the heading "Recommendations" on page xx, many valid suggestions are advanced. Unfortunately, in these times of limited human and financial resources, they are not feasible at present.
2. Page xxi of the report addresses the issue of including prerequisites in the selection process, such as Introductory Psychology and Sociology courses. This would further eliminate many otherwise qualified individuals from making application to Police Services.
3. On the same page, you make reference to the issue of In-service Training, namely that it should be well publicized and free of sex discrimination. Your comment with respect to publicity raises the question as to whether you have a good appreciation of the In-service training program. All members of the London Police Force are scheduled to attend In-service training sessions, at which attendance is mandatory. It has also been the practice to include civilian personnel if the subject matter of a particular session is relevant to their area of responsibility. With respect to sex discrimination, it has always been our objective to conduct a professional training session, and it is my belief that this objective has consistently been met.
4. On the same page, with respect to promotion requirements, the issue of eliminating seniority would seem to be a "quick" fix in that many females have only recently been appointed to Police Forces. It should be understood that they must gain the experience and qualifications to enable them to handle the increased responsibilities of the higher ranks. You also make reference to "creating and maintaining an open and fair process". The London Police Force has in place a By-law

governing the Performance Rating System and Promotional Policy which applies to each and every sworn member of the Force.

5. On page 87, with respect to sexual harassment, as a result of Employment Equity legislation, all Police forces in Ontario will be required to have a policy in place by the end of 1993 dealing with internal procedures for handling sexual harassment complaints.

I draw to your attention the real fact that in Ontario at this time and regardless of our good intentions to accommodate concerns about sexual harassment, Employment Equity, and other valid issues, because of grave financial constraints, we are finding it difficult to keep afloat providing to the community even basic police services. I find it necessary to be critical of a bureaucracy that on the one hand imposes severe constraints on us, while on the other it criticizes us for not accommodating all the wonderful things that are planned for policing in our communities in the absence of hands-on appreciation for the realities that prevail.

I trust my comments will be of assistance.

Yours truly,

J. Fantino,
Chief of Police".

6. BURNABY RCMP DETACHMENT

"Our telephone conversation today refers. I congratulate you on a well done, complete and interesting study. My formal comments are brief and are as follows:

"A comprehensive report on the status of women in policing, with recommendations that can be achieved."

Thank you for the opportunity to be involved and to comment on the study and report.

Yours truly,

B.A. Beaudreau, Supt.
OIC Burnaby Detachment RCMP
6355 Deer Lake Avenue
Burnaby, B.C., V5G 2J2".

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