

# **Socio-Demographic Survey of Police Officers Serving in Aboriginal Communities**

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The views expressed in this working paper are those of the authors and not necessarily those of Public Safety Canada

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## **Executive Summary**

This is a report of findings from a 2007 survey conducted for the Aboriginal Policing Directorate at Public Safety Canada (PS) of police officers serving in Aboriginal communities across Canada. The survey is a follow-up to a similar survey conducted in 1996. The purpose of both surveys was to explore a range of factors that influence the delivery of policing services in Aboriginal communities, from the perspective of the officers delivering the services. The survey is expected to provide information to assist decision-makers in developing policy and program initiatives for the effective implementation of the First Nations Policing Program (FNPP). The survey is also expected to assist senior policing officials, regional office levels and those in the field, including self-administered police services (SA's) and those in the Royal Canadian Mounted Police (RCMP), to effectively manage service delivery in Aboriginal communities.

The survey was designed in consultation with the First Nations Chiefs of Police Association, the Quebec First Nations Chiefs of Police Association and the RCMP Aboriginal Policing unit, as well as officials with the Aboriginal Policing Directorate at Public Safety Canada. It was conducted on-line and by e-mail and hard copy with a sample of officers identified by the Aboriginal Policing Directorate in consultation with officials responsible for the different police services and Alderson-Gill & Associates. The final sample included 778 officers across Canada, with the following numbers in each of the different services:

- RCMP: 200
- Self-Administered Aboriginal Police Services – 578

The overall response rate was 40.7%, based on 317 completed questionnaires of the 778 sent to eligible police officers. The response rate was highest for the RCMP at 77.5% (n=155), and 28% (n=162) for the self-administered police services.

## **Key Findings**

The key findings of the survey were that:

### **Demographics**

- The demographic make-up of officers serving Aboriginal communities has shifted in several respects. The officers are on average three years older than they were in 1996, mirroring the aging of the population in general. As well, the median number of years in policing is up to 12 from 6 in 1996.
- The 2007 sample includes a substantially higher proportion of female officers—up to 18% from 10% in 1996.
- Perhaps most notably, and most relevant for Aboriginal policing planners, is the fact that the 2007 sample includes a much higher proportion of non-Aboriginal officers serving in Aboriginal communities. Non-Aboriginal respondents increased from 10% in 1996 to

31% in 2007, and the increase is even apparent in self-administered Aboriginal forces, with an increase from 14% non-Aboriginal officers to the current 22%.

- Education levels of officers are up markedly, with college/university graduates up to 41% of the sample from 4% in 1996. Officers without high school are down from 20% to 3%.

### **Becoming a Police Officer**

- 46% of officers surveyed had older relatives or in-laws that had been officers themselves.
- The main motivational factors for entering the police service, according to respondents, were:
  - “Always wanted to be a police officer” (50%+);
  - Secure, well-paid job (46%, up from 41% in 1996); and
  - Opportunity to travel (39%, up from 35% in 1996).
- RCMP respondents showed a tendency to emphasize practical motivations: pay, security, travel.
- SA officers often pointed to more social or ideological reasons for joining the police force – “help my people” was a motivation often cited.

### **Training**

- 94% of officers report having had regular recruit training either prior to serving or soon after. This is up from 83% in 1996.
- Training and other career advancement opportunities are reported to be clearly more available to RCMP officers than to SA officers:
  - RCMP special training is up from 1996, and is clearly more frequent than SA special training;
  - RCMP officers are more likely to have a learning development plan in place as a basis for career advancement (48% of RCMP officers compared to 31% of SA officers); and
  - RCMP officers are more likely to have mentoring opportunities than SA officers (72% compared to 61%).
  - RCMP officers report more requalification opportunities (80% compared to 65%).
- For RCMP officers, the most frequent training is in Aboriginal cultural training, public safety, investigation, the use of less lethal equipment (e.g. tasers), use of force skills and domestic violence (all with 65% or more of officers reporting having the training).
- 80% of RCMP officers and 69% of SA officers say they receive timely training, but 54% of RCMP and 30% of SA officers say they find their training inadequate.
- The perceived need for further training in **all** identified training areas was high. The top five are as follows:

RCMP

- Drug investigation (38%)
- Street gangs/organized crime (31%)
- Indian Act/Band by-Laws (31%)
- Supervisory, mgmt skills (25%)
- Traditional peacekeeping (23%)

SAs

- Drug investigation (65%)
- Sexual assault cases (49%)
- Criminal investigation (47%)
- Supervisory, mgmt skills (43%)
- Street gangs/organized crime (39%)

## Police Activities

- Paperwork has continued to be an activity often cited by officers as taking a substantial portion of their working hours—80% overall, and 93% of RCMP officers report spending a lot of time on paperwork.
- Court appearances and liaison work in the community were both down from the 1996 figures.
- For the RCMP, car patrols were down to 19% from 24% in 1996 as far as the number of officers citing this as an activity taking a lot of time; for SAs car patrols were up from 42% in 1996 to 56% in 2007.
- For SAs, more time is reportedly spent answering calls for service (52% of officers compared to 40% in 1996), and gathering local information about crime (20% compared to 8% in 1996).
- Officers under 30 years of age in 2007 were more likely to be out on patrol, answering calls for service, investigating crimes, handling traffic enforcement and conducting court preparation and court appearances than older officers.
- Officers older than 40 years of age were more likely in 2007 to be dealing with local leaders, giving local presentations about policing policy and programs, working on school liaison and youth work, and working with other local agencies in the communities, than were the younger officers.
- Female officers reportedly spend more time on administrative duties and special programs than male officers:
  - school liaison and youth work (22% compared to 9% of males);
  - non-crime related services, such as transportation for residents (14% of females compared to 8% of males); and
  - court preparation (50% of females, 33% of males).
- The survey indicates that the personal approach that officers bring to their jobs makes a difference in terms of how they spend their time. Officers who say they believe in a different style of policing in Aboriginal communities are more likely to spend time in alternative activities such as community liaison, non-enforcement types of policing, working with youth, and working with social service, health, and other local agencies.

## Policing Styles

- A range of questions asked officers about policing preferences and approaches. Their responses identified three distinct styles:
  - enforcement style (“police should restrict their activities to law enforcement and fighting crime”);
  - social development style (“to be effective, police should be involved in all community problems, not just crime-related problems”); and
  - Community policing (“I work a lot with community agencies and services”).
- Analysis of policing styles with other responses found that:
  - Officers adopting the *enforcement style* were more likely to be young, male, non-Aboriginal, and to have had fewer postings than other officers.

- Officers adopting the social development style were more likely to be working for a self-administered Aboriginal police service than for the RCMP (68% of SA officers as compared to 41% of RCMP officers). They were also more likely to be older officers, and to have been raised in an Aboriginal community.
- Officers adopting the community policing style, on the other hand, were somewhat more likely to be RCMP officers (20% of SA officers as compared to 33% of RCMP officers). They were also more likely to be older officers, and single.

## **Policing in Aboriginal Communities**

Officers were asked a number of questions relating to the unique aspects of policing in Aboriginal communities. Several interesting findings emerged.

### **Culturally appropriate policing**

- There was considerable agreement between RCMP and SA officers as to what is required for effective, culturally appropriate policing in Aboriginal communities.
- The differences that did appear indicate that SA officers, and older officers in both service types, tend to emphasize:
  - The importance of having Aboriginal officers serving in the communities;
  - That the police chief should be Aboriginal;
  - That officers should ideally be able to speak the local language; and
  - That officers should live in the communities they serve.
- RCMP officers, and officers who have served longer in the force, tend to emphasize:
  - The need for cultural sensitivity training;
  - The importance of targeted strategies such as community visibility for officers; and
  - The fact that professionalism is most important, regardless of culture-related factors.

### **“Big problems in my work”**

Officers were asked to identify particular challenges to their work in Aboriginal communities. Responses were largely common across both service types:

- Not enough officers in my force/detachment (46%);
- Dealing mostly with unsolvable social problems (38%);
- Lack of back-up (30%);
- Balancing paperwork and policing services (30%);
- An inadequate police building (28%);
- Inadequate equipment / technology (25%);
- Unreasonable expectations from my policing organization (24%);
- Inappropriate community expectations of policing (20%);
- Dealing with the rules and policies of my police service (8%);
- Incorporating Aboriginal traditions, local customs and spirituality into regular policing practices (8%);

- Intimidation by local residents (6%);
  - Intimidation of officers’ family by local residents (4%);
  - Racial slurs or put-downs from other police officers (3%);
  - Dealing with police ethics body (3%);
  - Language and communication difficulties with citizens (2%); and
  - Language and communication difficulties with other officers (1%).
- RCMP officers were more likely to identify balancing paperwork and policing services, unsolvable social problems in the community and unreasonable expectations from the police service as the biggest challenges to the effectiveness of their work.
  - SA officers are more likely to be concerned about the independence of the police and their acknowledgement as professionals, dealing with local political leaders, intimidation of themselves or their family members by local residents, community mistrust of police and an inefficient police board or governing body.

### **Perceived community problems**

Officers frequently cited social problems in their communities as a major factor in the nature of their police work and in their perceptions of making a difference in the community. A number of issues were identified as being “very serious community issues”:

- Alcohol, drugs (78% of RCMP officers, 71% of SA officers);
  - Family violence (55%, 47%);
  - Child welfare problems (52%, 41%); and
  - Poverty and unemployment (51%, 39%).
- RCMP officers also identified “social disorder” as a major issue, while SA officers identified “high community expectations for police services” as a “top 5” challenge.

### **Community safety**

Officers were asked about their own perceptions and to rate the community perceptions as to how safe residents are in relation to different types of crime. The table below illustrates the combined ratings of “very unsafe” and “somewhat unsafe.”

<b>Item</b>	<b>Officers Own Ratings</b>	<b>Officers Rating of Community Perceptions</b>
• Public disorder	22%	33%
• Assaults	51%	59%
• Property crime	61%	69%
• Gang activity	33%	41%
• Drug-related crime	64%	72%
• Firearms	43%	46%



## **Other factors in policing in Aboriginal communities**

- A majority of all officers rated the relationship between police and the community as being “good” (53%) or “fair” (31%).
- Officers adopting the more traditional *enforcement style* of policing were more likely to perceive serious community problems than those adopting the community development or community policing styles.
- Officers concerned about serious community problems were also more likely to report job dissatisfaction, job stress, and concerns about their police organization.

## **Working Environment**

Officers were asked about their own police organizations and their working conditions.

- There is still a high level of overall organizational satisfaction among RCMP and SA officers, as there was in 1996.
- Loyalty to their police organizations is high, but the feeling that their organizations will protect their members has decreased somewhat from 1996.
- SA officer approval of their performance evaluation process is down from 1996, but RCMP officer approval is up.
- Asked about their intentions to remain with their police service, those responding that it would “take little for me to leave the force” were 22% of RCMP officers (about the same as in 1996), but 37% of SA officers (up from 22% in 1996).
- There is broad support among all officers for policies to promote Aboriginal policing, officer-manager relations, and respect for Aboriginal policing and culture.

## **Job Satisfaction**

- 90% of all officers find their work satisfying—this has remained constant since 1996. This degree of overall job satisfaction compares favourably to a reported 79% of all officers across Canada.
- Solidarity among officers continues to be a significant factor in job satisfaction, with 72% in 1996 and 75% in 2007 agreeing.
- Officer impact on Aboriginal justice also continues to be a significant factor in job satisfaction, but less so in 2007 with 64% agreeing, than in 1996 with 82% agreeing.
- Pay and benefits are not a large factor.
- About one-third of the officers’ report that they are unsure whether they are doing well or poorly at jobs—a reflection of perceived weakness in performance appraisals and ongoing feedback from supervisors.
- Half of all officers believe that the heavy workload they are working under is hampering their ability to perform effectively.
- Officers who report organizational limitations as being serious also report higher levels of job stress and overall job dissatisfaction.

## **Officer Turnover**

Questions relating to officer turnover, known to be a problem for many police services today, were asked in 2007 but not in 1996, so trends cannot be reported here, but findings were indicative of a potential challenge for police services in Aboriginal communities, and especially the self-administered Aboriginal services.

- 70% of all officers expect to be with their current police service in 5 years, and 60% “hope” to be.
- RCMP officers are more likely to expect to stay than their SA counterparts (75% of officers as compared to 64%).
- RCMP officers are also more likely to “hope” to stay (68% as compared to 40%).
- Among young officers, RCMP officers are much more likely to expect to stay in the current police service (89% as compared to 57% of SA officers).
- For older officers, age, health and length of service are primary factors in expectations to stay or not stay with their current organization.
- For officers younger than 40 years of age the major factors are:
  - Lack of advancement potential
  - Job security
  - Job-related stress
  - Effects of job on personal life.

## **Suggestions for Improved Service**

At the end of the survey, officers were asked to identify any suggestions they had to improve their police services. The following were the most commonly-cited suggestions:

- Increase the police officer complement and resources;
- More community-oriented policing;
- Educate local leaders and residents about police powers and the limits of the police role;
- Better basic police functions such as fast response;
- Improve compensation package and promotion opportunities;
- RCMP: address stress factors related to over-regulation, workload; and
- SA: reaffirm long-term security of police service, address stress from local politics.

## **Policy and Program-related Observations from the Survey Findings**

1. The First Nations Policing Program (FNPP) has as an objective to have Aboriginal officers serving in Aboriginal communities to the extent possible, and Public Safety Canada's contributions to funding officer positions in Aboriginal communities is designed in part to further this objective. The survey indicates that Aboriginal officers as a proportion of all officers serving in Aboriginal communities may be diminishing. Non-Aboriginal officers represented 31% of the survey sample in 2007 compared to 10% in 1996, and this diminishing number was evident even in self-administered Aboriginal police services. The survey does not identify the factors influencing this apparent trend, but it may point to the need for targeted recruitment and retention measures.
2. Efforts to increase the proportion of female officers appear to be working, and education standards applied to recruitment have resulted in a significant enhancement of officer education levels since 1996.
3. Findings regarding the motivational factors for becoming a police officer may offer opportunities for targeted recruitment, especially for self-administered services, where social and ideological motivations appear to be significant.
4. Training and other career advancement practices are more available in the RCMP than for officers in self-administered services, and this has potential implications both for quality of service and for job satisfaction and officer retention. There may be opportunities for training and other career advancement practices to be jointly planned and offered among self-administered services as a way to overcome the diseconomies associated with smaller services.
5. The survey identifies different styles of policing in Aboriginal communities based at least in part on officers' personal inclinations. To the extent that decision-makers seek to promote more of a community policing and culturally appropriate policing model in Aboriginal communities, such inclinations could be factored into job placement strategies.
6. The survey points to the seriousness of entrenched social problems in Aboriginal communities and the impact of these problems, including alcohol and drug abuse, family violence, child welfare problems and poverty and unemployment, on officers' ability to "make a difference". Perceived levels of public safety support these findings. The survey suggests that this issue may have implications for recruitment, retention and job satisfaction over time.
7. In self-administered police services in particular, but also in the RCMP, there appears from the survey to be a major challenge in retaining officers and reducing turnover. The required policies to effect change would appear to be different for the two types of services. For the RCMP, issues of organizational style and employer-employee relations might well be crucial areas to examine. For the self-administered services, future policies in this area would have to deal with issues of organizational size, the ability to deliver culturally appropriate and community-based policing along with enforcement, and the long-run security of the police services themselves, which is perceived by some officers as being in jeopardy.



# **Socio-Demographic Survey of Police Officers Serving in Aboriginal Communities**

## **1. Introduction**

In early 2007 the Aboriginal Policing Directorate (APD) at Public Safety Canada (PS) initiated a survey of police officers serving in Aboriginal communities across Canada. This survey is a follow-up to a similar survey conducted in 1996. The purpose of both surveys was to explore a range of factors that influence the delivery of policing services in Aboriginal communities, from the perspective of the officers delivering the services. Ultimately, the survey is expected to provide information to assist decision-makers in developing policy and program initiatives for the effective implementation of Canada's First Nations Policing Program (FNPP). The survey is also expected to assist senior policing officials, regional office levels and those in the field, including self-administered police services (SAs) and those in the Royal Canadian Mounted Police (RCMP), to effectively manage service delivery in Aboriginal communities.

This is a report of findings from the 2007 survey. It includes comparisons with the findings of the 1996 survey, comparisons among various police service types, and the analysis of survey findings in areas including officer demographics, the process of becoming a police officer, the working environment, qualifications and training, police work in Aboriginal communities, stress factors, job satisfaction, and anticipated future issues in Aboriginal policing.

The report also provides a detailed description of the methodologies used in conducting the survey and analyzing the results, and a conclusion that summarizes the survey findings and suggests some areas in which the findings may offer guidance for the achievement of FNPP objectives.

Before presenting the survey methodology and findings, it will be useful to review background information on the FNPP and some recent reviews of policing in Aboriginal communities, as well as a summary of key findings from the 1996 survey.

### **1.1 The First Nations Policing Program**

The First Nations Policing Program is an important initiative in providing opportunities and support for progressive models of policing in First Nations communities. The Aboriginal Policing Directorate, through its mandate to manage the FNPP, promotes the implementation of varying policing agreements under the program. These agreements vary from an arrangement whereby First Nations communities can have a dedicated contingent of officers from an existing police service (e.g. the RCMP) through a Community Tripartite Agreement, to First Nations communities administering their own police services under provincial legislation with an independent police commission providing oversight for the self-administered police service (e.g., the Blood Tribe Police Service). As well, certain Aboriginal legacy policing programs operate to

complement the FNPP: the Aboriginal Community Constable Program (ACCP) of the RCMP, and the Band Constable Program (BCP).

According to APD as of November 5, 2008, there were 164 FNPP policing agreements of various types in effect. These involved 1,229 police officers in 404 communities serving a total population of 317,831. Officers involved in providing services under the FNPP are employed in the following three policing models:

- RCMP Community Tripartite Agreements (RCMP CTAs);
- Municipal Police Services Community Tripartite Agreements (Municipal CTA); and
- Self-Administered Aboriginal Police Services.

In addition, there are two legacy policing programs being funded by APD comprised of 201 officers, policing 95 communities serving a population of 10,414:

- The Band Constables Program; and
- The RCMP Aboriginal Community Constable Program.

The numbers cited above indicate the scope and significance of Aboriginal policing in Canada, particularly under the auspices of the FNPP. The Aboriginal Policing Directorate is therefore interested in assessing the overall effectiveness of the FNPP, as well as the effects of contributing factors such as the backgrounds and attitudes of Aboriginal police officers, and the problems they encounter in discharging their responsibilities.

## **1.2 Recent reviews of Aboriginal policing**

In its November 2005 report, the Office of the Auditor General (OAG) examined the FNPP as part of a broader assessment of RCMP contract policing. The review evaluated the policing contracts for Aboriginal communities and the negotiation process, delivery and monitoring of these agreements. The OAG report identified a number of recommendations with respect to contract policing generally and Aboriginal policing in particular.

In 2005, an extensive evaluation of the FNPP was undertaken. The evaluation concluded that the FNPP remains highly valued and relevant to the safety and security of First Nations communities, and has achieved a reasonable degree of success given the available resources. In addition, the FNPP has generally improved the safety and security conditions in Aboriginal communities. The evaluation proposed 27 recommendations to enhance and improve the FNPP focusing on setting clear objectives and performance indicators, and the need to promote policing standards, and the enhancement of governance and accountability.<sup>1</sup>

The Aboriginal Policing Directorate commissioned Alderson-Gill and Associates to undertake a separate evaluation of the Band Constable Program (BCP) and the Aboriginal Community Constable Program (ACCP) which was completed in 2006.

The three territorial Departments of Justice, together with support from PS and in cooperation from the RCMP, have recently completed a comprehensive community consultation process

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<sup>1</sup> Prairie Research Associates (2006). Evaluation of the First Nations Policing Policy. Volume 1. Ottawa: Aboriginal Policing Directorate, Public Safety Canada.

across the territories. The consultations indicated a clear preference for continuation of the RCMP as the police force of choice, but also pointed to a number of community concerns that require attention by the RCMP, the territorial governments and the communities. A clear message expressed by territorial community members is that more First Nations and Inuit officers are needed within the RCMP.

The four studies cited above arrived at similar conclusions, some of which are particularly relevant to the project addressed by this proposal. Some of those common conclusions are listed below.

- The operational demands on Aboriginal police officers are great and include requirements to work in a general duty capacity outside the First Nation communities to which they are assigned. The OAG report and the FNPP evaluation found that this conflicts with the commitment of the RCMP as a contract partner with First Nations in Community Tripartite Agreements. The ACCP review found the same problem with regard to the Aboriginal Community Constable Program.
- Aboriginal officers may not receive the same benefits as their non-Aboriginal counterparts in terms of training, housing and opportunities for advancement. Further, Aboriginal officers may experience discrimination (usually subtle) from their non-Aboriginal colleagues.
- Aboriginal officers assigned to their home communities often experience additional stresses.
- The FNPP evaluation and the territorial community consultations found that communities have high expectations of Aboriginal police officers. However, it appears that community expectations are met inconsistently in FNPP communities.
- The FNPP evaluation and the territorial consultations found that the leaders of First Nations organizations supported the recruitment of Aboriginal police officers, the provision of culturally appropriate policing, and the principle of community policing; however, these objectives were viewed by the leaders not to be met in many cases.
- On the related questions of cultural sensitivity and culturally appropriate policing, the FNPP evaluation, the ACCP review and the territorial consultations found that these characteristics were more likely to exist in a community if certain conditions were met: when police officers live in the community; when they spend some of their off-duty time volunteering in the community and attend community events; when officers regularly talk with leaders and Elders; and when officers remain in the community for longer than the standard two or three year posting.
- Consideration should be given to establishing processes whereby plans and their concomitant performance indicators are negotiated among the four parties concerned; i.e., the community, the provincial/territorial government, PS and the RCMP. Each community will have its unique plans and indicators, depending on its priorities and approaches. It is therefore appropriate to develop and negotiate the plans and indicators on a community-by-community basis.
- The cost-effectiveness of current Aboriginal policing strategies, including the FNPP, could be improved by the engagement of Band Constables and auxiliary officers such as

by-law enforcement officers or peace-keepers. Both would require adequate training, equipment, uniforms and compensation in order to be effective.

The Aboriginal Policing Directorate has recognized that the concerns expressed in the recent studies – as well as the successes – warrant further work, particularly with respect to the backgrounds, views and challenges of Aboriginal police officers. The proposed survey is intended to address that need and follows on from the similar 1996 survey, described below.

### **1.3 The 1996 survey of Aboriginal police officers**

In view of the range of services provided by Aboriginal police officers and the importance of those services, Public Safety Canada (then the Department of the Solicitor General) commissioned a survey of Aboriginal officers. The study, which was carried out by Dr. Don Clairmont and Dr. Chris Murphy, was completed in 1996.<sup>2</sup>

This report provided the first comprehensive national survey of officers policing in Aboriginal communities. The primary objective was “to produce a national data base describing the socio-demographic characteristics, values, policing philosophy and styles, attitudes, behaviours, concerns, satisfactions and perceived needs of these officers” (page 1). The survey instrument was a pre-tested questionnaire mailed out to individual officers and Band Constables. The questionnaire included both closed and open-ended questions. The response rate was reasonably high at about 60%.

The survey’s major findings can be summarized as follows:

- The overwhelming number of police officers in the Aboriginal context is Aboriginal.
- Police in Aboriginal communities are similar to their counterparts elsewhere in Canada in terms of basic socio-demographic characteristics (e.g., gender and marital status), education, training, philosophy of policing, evaluation of their policing organization, assessment of police work, time spent on various police functions, job satisfaction, and major areas of reported stress.
- Police in Aboriginal communities differ from other police in terms of age and experience in policing (less in both), a greater preference for community policing, a greater likelihood to have to confront some special circumstance (e.g., “political pressure”), and possible discordance between Aboriginal views and the approaches of the wider justice system.
- Some officers in Aboriginal communities felt the pressure of working for new organizations that were having start-up problems.
- In some instances, there were differences in views between police in large organizations such as the RCMP, and police in smaller stand-alone services.
- Competent, motivated officers are increasingly in place in First Nation communities.
- There appeared to be an increasing level of sensitivity among the larger police organizations, although some Aboriginal officers reported racism in their organizations.

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<sup>2</sup> Murphy, C.J. and Clairmont, D. (1996). First Nations Police Officers Survey: Ottawa: Solicitor General Canada.



- Linkages among police services appeared to be improving, although they were still thought by some to be lacking.
- Female police officers in the Aboriginal context comprised only 10% of the total; however, they were seen to be a “dynamic force” in Aboriginal policing.
- Job satisfaction was linked to training, the adequacy of resources (including linkages with SAs), and an organizational/management system conducive to community-based policing.
- Challenges unique to policing in First Nation communities included high expectations of the police by residents; a lack of effective social service and volunteer agencies; local political pressures; and working in one’s own small, kin-focused community.

## **2. Literature Review**

This review addresses literature relevant to the socio-demographic survey of Aboriginal police officers. The primary aim is to inform the design of the survey. The literature is therefore reviewed primarily for its methodological relevance, as well as for factors affecting Aboriginal police officers that would inform the study. The literature includes government reports, commission reports, and reports resulting from research sponsored by government and First Nations, and academic publications. This work follows up on a similar review undertaken by Alderson-Gill and Associates in 2005 in preparation for a review of the Aboriginal Community Constable Program (ACCP), one of the programs under which the officers participating in the current survey work.

This literature review is in two parts. First, the issues raised in the literature are summarized with particular attention to information regarding survey approaches and methods. Second, selected literature is listed chronologically and briefly annotated.

### **2.1 Information relevant to the survey**

#### **2.1.1 Approach and methodological implications**

With respect to survey approaches and methods, it is primarily Don Clairmont's work that offers guidance for the current socio-demographic survey.

The 1996 survey by Murphy and Clairmont<sup>3</sup> provided the first comprehensive national survey of officers policing in Aboriginal communities. The primary objective was "to produce a national data base describing the socio-demographic characteristics, values, policing philosophy and styles, attitudes, behaviours, concerns, satisfactions and perceived needs of these officers" (page 1). The survey instrument was a pre-tested questionnaire mailed out to individual officers and Band Constables. The questionnaire included both closed and open-ended questions. The survey resulted in 431 actual responses out of an estimated 807. The overall response rate was a healthy 60% for five categories of police respondents. However, the response rate varied from a high of 75% for the RCMP to a low of 50% for Band Constables.

The relatively low rate of response by Band Constables to Murphy and Clairmont's mailed survey is a concern that, potentially, could also apply to other categories of Aboriginal officers. This issue is being handled in the current survey in a number of ways, including the direct engagement of detachment commanders and police chiefs in the process.

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<sup>3</sup> Murphy, C.J. and Clairmont, D. (1996). First Nations Police Officers Survey: Ottawa: Solicitor General Canada.

In a report released in 2000<sup>4</sup>, Clairmont and Murphy employed a variety of techniques, including using the results of their 1996 survey, a survey of the responses of management-level officers to the 1996 survey, the examination of all available recent audits and evaluations of First Nation self-administered police services, and nine short site visits to First Nation police services. The authors admit that the response to the survey of management-level officers was disappointing. However, they believed that their overall study results were valid because of the efficacy of the other three approaches to information collection.

In a 2001 report,<sup>5</sup> Clairmont considered the use of case studies in some depth. He aimed to develop a framework for carrying out a nation-wide set of in-depth case studies of First Nation police services with a focus on issues of effectiveness and sustainability. He proposed five specific evaluation methods, listed below. It should be noted that Clairmont's entire proposal would involve substantial financial costs and that the scope of his proposed study is significantly larger than that of the current socio-demographic survey.

Clairmont's proposed approach involves the following five components.

- A representative community survey of adults involving a standardized questionnaire administered person-to-person by local people trained for the task.
- Secondary analyses involving the collection of crime and programming related data on a community basis from a variety of sources, including the Canadian Centre for Justice Statistics, and from special studies such as audits and evaluations.
- Community in-depth interviews with “the chief and councillors, all members of the police governance body, at least three leaders of community social service agencies, police officers and other key informants and justice system officials (e.g., prosecutors, judges).”
- Community focus groups comprising five or six participants per group; the groups to be organized (at least in the initial round) on the basis of elders, youth, women, and young male adults, respectively.
- Interviews with representatives of the police service, together with the administration of the questionnaire used by Clairmont for his 1996 report (with Murphy).

Clairmont's five suggested approaches from his 2001 report, listed above, are of limited relevance to the socio-demographic survey, except insofar as they refer to interviews with police officers (in the third and fifth points) and the administration of Clairmont's 1996 questionnaire (in the fifth point).

Alderson-Gill will be engaging in a program of consultation prior to distribution of the survey instrument to ensure that all significant issues are covered in the survey. The consultations will include focus groups with officers in five communities (one each in a selected community or set of communities in B.C., the Prairies, Ontario, Quebec and Atlantic Canada); interviews with detachment commanders/policing coordinators in those same communities; and thirty telephone

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<sup>4</sup> Murphy, C.J. and Clairmont, D. (2000). Self-Administered First Nations' Policing: An Overview of Organizational and Managerial Issues. Ottawa: Solicitor General Canada.

<sup>5</sup> Clairmont, D. (2001). Effectiveness and Sustainability in First Nations Policing. Ottawa: Solicitor General Canada.

interviews with individual officers. The results of the consultations will be used to inform the design of the survey instrument.

### **2.1.2 Additional factors relevant to the survey**

#### **Clairmont's 1996 survey of Aboriginal police officers**

In addition to the methodological implications of Clairmont's work, noted above, the major findings of the 1996 survey can be summarized as follows:

- The overwhelming numbers of police in the Aboriginal context are Aboriginal.
- Police in Aboriginal communities are similar to their counterparts elsewhere in Canada in terms of basic socio-demographic characteristics (e.g., gender and marital status), education, training, philosophy of policing, evaluation of their policing organization, assessment of police work, time spent on various police functions, job satisfaction, and major areas of reported stress.
- Police in Aboriginal communities differ from other police in terms of age and experience in policing (less in both), a greater preference for community policing, a greater likelihood to have to confront some special circumstance (e.g., "political pressure"), and possible discordance between Aboriginal views and the approaches of the wider justice system.
- Some officers in Aboriginal communities felt the pressure of working for new organizations that were having start-up problems.
- In some instances, there were differences in views between police in large organizations such as the RCMP, and police in smaller stand-alone services.
- Competent, motivated officers are increasingly in place in First Nation communities.
- There appeared to be an increasing level of sensitivity among the larger police organizations, although some Aboriginal officers reported racism in their organizations.
- Linkages among police services appeared to be improving, although they were still thought by some to be lacking.
- Female police officers in the Aboriginal context comprised only 10% of the total; however, they were seen to be a "dynamic force" in Aboriginal policing.
- Job satisfaction was linked to training, the adequacy of resources (including linkages with SAs), and an organizational/management system conducive to community-based policing.
- Challenges unique to policing in First Nation communities included high expectations of the police by residents; a lack of effective social service and volunteer agencies; local political pressures; and working in one's own small, kin-focused community.

It is significant that many of the conclusions in Clairmont's 1996 study reflect the findings of four more recent studies cited below.

## **Four recent reviews of Aboriginal policing**

In its November 2005 report, the Office of the Auditor General (OAG) examined the First Nations Policing Program (FNPP) as part of a broader assessment of RCMP contract policing.<sup>6</sup> The OAG report identified a number of weaknesses with respect to contract policing generally and Aboriginal policing in particular. The review examined both the FNPP and the Aboriginal Community Constable Program (ACCP). The FNPP was also evaluated in 2006 by Prairie Research Associates on contract to APD.<sup>7</sup> The resulting report identified a number of concerns with the FNPP. APD also contracted with Alderson-Gill and Associates to undertake a separate evaluation of the ACCP, which was completed in 2006.<sup>8</sup> The three territorial Departments of Justice, with support from PSEPC and cooperation from the RCMP, completed a comprehensive community consultation process across the territories in 2006.<sup>9</sup> The consultations indicated a clear preference for continuation of the RCMP as the police force of choice, but also pointed to a number of community concerns that require attention by the RCMP, the territorial governments and the communities. A clear message expressed by territorial community members is that more First Nations and Inuit officers are needed within the RCMP.

The four studies cited above arrived at similar conclusions, some of which are particularly relevant to the socio-demographic survey. Some of those common conclusions are listed below:

- The operational demands on Aboriginal police officers are great and include requirements to work in a general duty capacity outside the First Nation communities to which they are assigned. The OAG report and the FNPP evaluation found that this conflicts with the commitment of the RCMP as a contract partner with First Nations in Community Tripartite Agreements. The ACCP review found the same problem with regard to the Aboriginal Community Constable Program.
- Aboriginal officers may not receive the same benefits as their non-Aboriginal counterparts in terms of training, housing and opportunities for advancement. Further, Aboriginal officers may experience discrimination (usually subtle) from their non-Aboriginal colleagues.
- Aboriginal officers assigned to their home communities often experience additional stresses.
- The FNPP evaluation and the territorial community consultations found that the leaders of First Nation organizations supported the recruitment of Aboriginal police officers, the provision of culturally appropriate policing, and the principle of community policing; however, these objectives were viewed by the leaders not to be met in many cases.
- On the questions of cultural sensitivity and culturally appropriate policing, the FNPP evaluation, the ACCP review and the territorial consultations found that these characteristics were more likely to exist in a community if certain conditions were met: when police officers live in the community; when they spend some of their off-duty time

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<sup>6</sup> OAG (November, 2005). Report of the Auditor General: Royal Canadian Mounted Police – Contract Policing.

<sup>7</sup> Prairie Research Associates Inc (2006). Evaluation of the First Nations Policing Policy. Ottawa: Public Safety and Emergency Preparedness Canada.

<sup>8</sup> Alderson-Gill & Associates Consulting Inc. (2006). Evaluation of the Aboriginal Community Constable Program. Ottawa: Public Safety and Emergency Preparedness Canada.

<sup>9</sup> Four reports resulted from the consultations: one for each territorial and one pan-territorial report.

volunteering in the community and attending community events; when officers regularly talk with leaders and Elders; and, in the North, when officers remain in the community for longer than the standard two year posting.

- Consideration should be given to establishing processes whereby planning the performance indicators is negotiated among the four parties concerned; i.e., the community, the provincial/territorial government, PS and the RCMP. Each community would have its unique plans and indicators, depending on its priorities and approaches. It is therefore appropriate to develop and negotiate the plans and indicators on a community-by-community basis.
- The cost-effectiveness of current Aboriginal policing strategies, including the FNPP, could be improved by the engagement of Band Constables and auxiliary officers such as by-law enforcement officers or peace-keepers. Both would require adequate training, equipment, uniforms and compensation in order to be effective.

The factors listed above are significant and can be employed in the design of the survey instrument.

### **Additional relevant literature**

There are several important themes that arise throughout the literature selected for this brief review. These themes apply generally to Aboriginal policing, but could equally apply in most cases to the Aboriginal Community Constable Program. The common messages are these:

- Policing in First Nation communities is unique and challenging in many ways.
- Police and communities must work together in an active and ongoing manner to ensure that:
  - roles, responsibilities and expectations are understood by both the community and the police
  - the community has real input to the setting of objectives and the defining of approaches to policing
  - community members understand how they can get involved and how they can assist the police in achieving the community's goals.
- Police must communicate regularly with community leaders, organizations and agencies.
- Police and community groups can form partnerships to develop programming aimed at specific groups or issues in the community (e.g., youth crime).
- Police working in First Nation communities require special training that is geared to community-based policing and that will enable officers to operate in a culturally sensitive manner.
- Police should understand and be innovative in working with communities on traditional approaches to justice. Community members should work with the police to help make this happen.
- Police should be willing to divert cases to established community justice processes in the appropriate circumstances.
- Crime prevention is an important role for police in partnership with the community.

- Policing in First Nation communities requires well defined mandates, roles, responsibilities and procedures for police and for governments at all levels.
- Government must ensure that police in First Nation communities are properly trained and adequately resourced, especially regarding human resources.
- Active recruitment of Aboriginal police officers is essential.

The literature suggests that, to varying degrees, significant strides have been made in First Nations policing. Progress may be due, in part, to federal programs such as the FNPP and the ACCP; however, the points listed above continue to be worthy of attention in the socio-demographic survey.

## 2.2 Annotations of selected literature

*1983. National Evaluation Overview of Indian Policing: Executive Summary and Main Report, Social Policy Research Associates/The Evaluation Group Incorporated*

The purpose of the national evaluation overview study was: (a) to provide information for an overall assessment of performance of Indian policing programs across Canada; and (b) to do this by reviewing and, in two cases, updating previous evaluation studies of four Indian policing programs in Canada.<sup>10</sup> The overview was also intended to contribute to a general policy review of Indian policing on reserves within Department of Indian and Northern Development (DIAND). The following major types of issues were examined as part of the comparative analysis: rationale/goals mandate; organization/operations; funding; jurisdiction; performance; training; effect on the community/community satisfaction; and impact on crime.

The main conclusions are quoted below:

- Indian policing programs have been successfully established throughout Canada.
- Indian policing programs are generally regarded as successful in reducing demands on regular law enforcement agencies, so that such programs have a cost-saving effect which is independent of their own direct cost-effectiveness.
- Indian policing programs have functioned well where Indians have assumed greater roles in program delivery (e.g., Ontario and Quebec), although an instance also exists of a less stable program under major Indian control).
- Indian policing programs have been well received by Indian communities and law enforcement agencies alike, each of these groups identifying clear advantages to such a program.
- Indian policing programs are regarded by most observers and key informants as having noteworthy effects in reducing crime, reducing charges laid, reducing prison sentences, increasing use of and respect for police, and improving general safety and order on reserves.

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<sup>10</sup> The four evaluations compared were: RCMP Indian Special Constable Program (Option 3B) by Evalucan, 1977-78; Dakota-Ojibway Tribal Council Police Program by The Research group, 1979-81; The Amerindian Police Program in Quebec by Woods Gordon, 1982; and the Ontario Indian Constable Program by Social Policy Research Associates, 1982.

- Many observers and key informants feel that Indian policing programs need to be further expanded where necessary to ensure sufficient coverage and adequacy of policing services.
- Contrary to some prevailing perceptions, exploratory analysis of available cost data suggested that Indian policing programs are not more expensive than the costs of regular policing programs.

*1989. The Mi'kmaq and Criminal Justice in Nova Scotia, research study prepared by Scott Clark for the Royal Commission on the Donald Marshall, Jr., Prosecution*

The report addressed the criminal justice system in general and the relationship of the Mi'kmaq to the system. With regard to policing, the study focused on three communities, each represented by a particular type of police service: Shubenacadie (RCMP Special Constables – the Option 3(b) program); Membertou (Sydney City Police); and Eskasoni (Eskasoni Reserve Police in conjunction with RCMP from Sydney).

A primary finding was that the residents of communities policed by Aboriginal officers – Shubenacadie and Eskasoni – were more likely to report incidents to police than in Membertou, where policing was provided by the non-Aboriginal Sydney police service. At the same time, Aboriginal officers, particularly the RCMP Special Constables working in Shubenacadie, found it difficult to work in their home communities because of the expectations by family members and other residents for leniency in the enforcement of laws. The study pointed to the need for a comprehensive and effective community policing model, oriented to the cultural contexts and social realities of the communities being policed.

The study identified a number of needs that should be met by police services in Aboriginal communities, in Nova Scotia at least. While the study covered both Aboriginal and non-Aboriginal police, the needs listed here are relevant to the ACCP and the current review.

- Police officers who understand the conditions and pressures associated with reserve life.
- Police officers who actively engage, through formal and informal means, in crime prevention, particularly among young people.
- Police who understand, encourage and facilitate Mi'kmaq processes of mediation and reconciliation, rather than reliance on arrests and charging.
- Police who are independent of political and family pressures in carrying out their duties.
- Improved response time.
- Improved attitudes concerning Aboriginal people generally, especially regarding alcohol abuse and its causes and effects. (Note: This could be updated to include drug abuse.)
- Improved training for police, especially in the areas of group dynamics and personal interaction, including mediation.
- Adequate funding for reserve police forces to ensure proper equipment, automobiles and office facilities.
- On-reserve facilities and concomitant programs designed to assist people in crisis situations.



*1989. Policing for Aboriginal Canadians: the R.C.M.P. Role, Robert Head for the RCMP*

The Head Report stressed the need for the RCMP to adapt to policing in Aboriginal communities. The author recognized the uniqueness and challenges of policing in Aboriginal communities and suggested that communities must be involved with the police in setting objectives and planning approaches. It was essential for communications to improve and for policing to become truly community-based and respectful of First Nations culture.

Recommendations included the following:

- The need for increased police communications with First Nation communities, including community feedback and input on policing objectives.
- The creation of community-based police advisory committees.
- The creation of special programs to meet the needs of First Nation communities, including summer student employment programs.
- Increased flexibility regarding offender diversions, by which offenders could be referred to community justice committees under certain circumstances.
- A shift from traditional models of policing based on crime control to an effective community policing model consistent with Aboriginal cultures and community realities.

*1990. Indian Policing Policy Review, Report of the Interdepartmental Task Force on Indian Policing Policy*

The Task Force was established in 1986 and comprised representatives from interested federal departments and agencies under the chairmanship of DIAND. The general mandate was to conduct a national review of on-reserve Indian policing policy. The report of the Task Force was a significant document in shaping First Nations policing policy. Its principles and conclusions are presented in full summary form below (from pages 22-23 of the report).

*Principles*

1. Indian communities are entitled to the same level and quality of policing services as other similarly situated communities in the region.
2. On-reserve policing services should be adapted to ensure they are culturally sensitive.
3. Federal policing policy should allow for sufficient flexibility to accommodate regional and local variations.
4. Policing services on reserves, whether Indian or not, should be responsible for the enforcement of validly enacted laws relating to law and order, the protection of the person and the security of property regardless of whether the applicable law was enacted at the federal, provincial or territorial or band level.
5. In view of the federal government's commitment to support Indian self-government, any adjustment to federal Indian on-reserve policing policy should be consistent with, and facilitate movement towards, increased Indian participation.
6. Police services on reserves must be independent of the band by-law making authority, yet be accountable to the communities they serve.
7. The federal, provincial, territorial and Indian governments each have a legitimate role to play in the provision of Indian on-reserve policing services as follows:

- provincial governments have the responsibility for establishing suitable policing legislation;
  - provincial and territorial governments have the responsibility for the provision of policing services;
  - the federal government should support Indian-specific programs meeting defined criteria; and
  - Indian governments should be increasingly involved in the management and administration of policing services.
8. Subject to the outcome of self-government negotiations which may affect the mix of federal, provincial, territorial and Indian involvement, on-reserve law enforcement programs should operate under the legislation, authority and requirements of the region in which the particular program is located. Officers employed on reserves should have provincial police officer status.

### *Conclusions*

1. Parties should consult on and negotiate the issues of:
  - access to general policing services;
  - access to culturally sensitive policing services;
  - the provision of services which meet mutually acceptable regional standards for training and salaries, equipment and operational support, in particular the upgrading of band constable training, the correction of regional and intra-regional imbalances and the extension of coverage to small and remote communities; and
  - the jurisdiction of constables, in terms of both location and authority.
2. The federal government should ensure that any governing structures for on-reserve policing services provide for the active participation of Indian communities through negotiations between the province or territory and the Indian bands.
3. The federal government should continue to affirm its willingness to include the administration of justice, and policing in particular, in the negotiation of new Indian self-government arrangements.
4. The federal government should continue to contribute financially to on-reserve policing services which meet mutually agreed criteria with respect to:
  - mechanisms for Indian management, independent of political influence;
  - provincial legal recognition (police officer status);
  - training and operational standards; and
  - recruitment and employment of Indian/native officers.

The appropriate federal contribution should be a matter for negotiation with the provinces and territories.
5. In applying any new policy, the federal government should seek to ensure consistency in its level of financial participation, and to promote national objectives.
6. The revised federal policy should be implemented on a phased basis, through negotiations among federal, provincial, territorial and Indian authorities.

The Task Force report influenced the drafting of the 1991 *First Nations Policing Policy*. However, it has been criticized as being somewhat unrealistic in terms of what can be achieved. There has been specific criticism of the Task Force report, also applied to the FNPP, by authors

such as Jean-Paul Brodeur who maintain that the federal government was hypocritical in suggesting the Aboriginal police services should not be responsible to locally elected politicians but, on the other hand, should be accountable to the community at large. (For a fuller description of this point, see the review of the report of the Royal Commission on Aboriginal Peoples, below.)

*1991. Justice for the Cree: Final Report, Jean-Paul Brodeur, Carol LaPrairie and Roger McDonnell for the Grand Council of the Crees (Quebec) and the Cree Regional Authority*

This was a multi-faceted study of Cree communities in northern Quebec involving three main components: crime and order in communities; customary practices; and policing. The policing component was undertaken primarily by Jean-Paul Brodeur.<sup>11</sup> The project's major findings regarding policing in Cree communities can be summarized as follows:

- Working conditions
  - Little experience among Cree constables
  - Working hours too long due to shortages in manpower
  - High stress levels
  - Police viewed themselves as a municipal force rather than a provincial or regional force.
- Recruitment
  - High turnover rate among Cree constables due to the factors noted above
- Training
  - Training given by the SQ was generally seen to be relevant for policing in Cree communities
  - Training too intermittent; time lapses between training sessions too long
  - Training only covered the basics, not the technical aspects of policing such as using a breath analyzer or radar
- Police perceptions of community problems
  - Alcohol was cited as a major problem; the vast majority of offences were committed under the influence of alcohol
  - Some constables saw an emerging drug problem among youth<sup>12</sup>
  - Mischief, simple assault, and break and enter were cited by Cree constables as the three most frequent offences; varied by community
  - Lack of parental care was seen by constables as a serious problem
  - Some constables said that parental drinking led to disrespect of parents by youth
  - Some constables said that youth are not respected by parents or elders.
- Policing problems
  - Shortage of manpower
  - Lack of career prospects; limited upward mobility
  - Most working time is spent dealing with disturbances

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<sup>11</sup> Professor Brodeur's work was cited by the Royal Commission on Aboriginal Peoples and is also noted in this review in the section on the RCAP report.

<sup>12</sup> The drug problem may not have been seen as especially serious as the study was undertaken in 1990 prior to the common availability of dangerous drugs in remote Aboriginal communities.

- Constables expected by communities to perform duties which are not part of their job (e.g., as a taxi service); lack of understanding of role of constables by community residents
- Generally the constables said they had the respect of the community, although there were insights that contradicted this view
- Policing in a small, tightly-knit community in which a constable's own relatives live adds stress
- Significant communication problem between band councils and the local constables
- Attrition and interpersonal violence
  - Serious problem of attrition between the police daily records and the occurrence reports, especially in cases of domestic violence; in part, this is because constables are making the decision that there is insufficient evidence for prosecution because victims are unwilling to testify
- Accountability
  - "The major finding here could be expressed in the following way: the Cree constables are not accountable to anyone, because no one is interested in making them accountable." (page 80 of the report)
  - Both the SQ and most band councils took very little or no initiative to control or supervise the constables
  - In some cases, constables complained that band councils interfered too much
- Collaboration with other police forces
  - Relations with the SQ, the OPP and police in neighbouring communities were good and mainly involved information sharing and mutual assistance for such things as delivering search warrants
- Perception of criminal action
  - Police were critical of non-custodial sanctions such as fines and probation being imposed by the Courts; however, some constables wanted more community service orders and bush camps for offenders
- Proposals for improvement
  - The Cree constables were asked to provide proposals for improvement. The first item – more manpower – was cited most frequently. The proposals were:
    - More manpower
    - More support from band council
    - More support from the community
    - Creation of a Cree regional police force
    - Expansion of the Cree policing jurisdiction to other categories of land than A1 (a designation of Cree land under the terms of the land claim agreement)
    - More specialized training in police technology and procedure
    - More power to enforce by-laws
    - The creation of a police commission
    - Stricter law enforcement
    - The appointment of justices of the peace in every community
    - Improved salaries
    - The imposition of a period of probation for new recruits in the Cree police
    - More patrol cars
    - Better working shifts

- Assistance from security guards
- A more preventative approach
- The creation of a bush camp (for offenders)
- The presence of a para-medical in the community to liberate police from such duties
- More uniformity in sentencing, in the North and in the South of the territory.

In terms of issues to consider for the design of the socio-demographic survey of Aboriginal police officers, the most significant findings from the Cree study were the following:

- That more police officers were needed in order to enable constables to do their jobs and to suffer less stress
- That interpersonal violence, especially domestic violence, is a serious problem for communities and the police
- That communications between the police, on one hand, and the band council and community residents, on the other hand, needed improvement
- That accountability to the community was lacking
- That policing in a small community presents problems, especially when the constable's own relatives live in the community
- That non-custodial sentences make policing more challenging because offenders are perceived (by police and community) as getting off lightly and re-offending.

*1991. The Justice System and Aboriginal People, Volume 1 of the Report of the Aboriginal Justice Inquiry of Manitoba*

The Inquiry was established in direct response to the death of Helen Betty Osborne and the subsequent trial of her alleged murderers in 1987, as well as to the shooting death in 1988 of J.J. Harper by a City of Winnipeg police officer. Both victims were members of First Nations. The scope of the inquiry covered all aspects of the justice system: policing, courts and correctional services.

The Commissioners identified seven strategies to form the basis of improving policing services in Manitoba:

- The adoption of Aboriginal community-based policing as the favoured strategy for policing in all Aboriginal areas.
- The development of professional, fully-trained, regional Aboriginal police forces, reporting to and serving Aboriginal communities, with a broad mandate for law enforcement and crime prevention.
- A significant strengthening of employment equity programs, particularly in Winnipeg and Brandon.
- A significant expansion of the availability and quality of cross-cultural training and field experience, including processes for the orientation of new staff to the Aboriginal communities to which they are assigned.
- Major improvements in the *Provincial Police Act* and Regulations, and in the role and function of the Manitoba Police Commission, to properly support the development of standards and procedures to guide all aspects of policing in Manitoba.

- The development of Aboriginal police commissions to support the rapid recruitment, training and effective support of Aboriginal police forces.
- The development of an effective public complaints body to hear all complaints concerning policing.

Certain of the Commission's recommended strategies are especially relevant to the socio-demographic survey. The need to have professional, fully trained police officers working in Aboriginal communities is a relevant recommendation. The strategy that addresses the need for the orientation of new police officers to the Aboriginal communities to which they are assigned is an important consideration, and may be relevant to the effectiveness of the efforts of Aboriginal officers.

1992. Robert Depew, "Policing Native Communities" in Robert A. Silverman and Marianne O. Nielsen, *Aboriginal Peoples and Canadian Criminal Justice*, Toronto: Butterworths.<sup>13</sup>

This article is a precursor to Depew's report for the Royal Commission on Aboriginal Peoples (RCAP), reviewed later in this report. Depew compares the traditional policing model based on crime control (also applied to Aboriginal policing in the past) with community-based policing. His conclusions, which were later appropriated by the RCAP Commissioners, suggest the following:

...the crime control model of policing frequently fails to define policing arrangements in terms that are acceptable or beneficial to many Natives and their communities. (page 106)

Depew goes on to say this:

Since its principles of organization are flexible and pragmatically oriented, community-based policing is more likely than the crime control approach to reflect the social, political, economic and cultural conditions of a wide range of Native communities. In addition, its principles of organization seem cross-culturally valid and independent of the resolution of broader constitutional and legislative issues affecting aboriginal rights. (page 107)

As it was written in the early 1990s, Depew's paper is somewhat dated with respect to the more recent approaches and programs instituted by the RCMP and other police forces in Aboriginal communities. Also, Depew could not have anticipated that community-based policing is not necessarily independent of the resolution of broader issues. However, at a broad conceptual level he has raised valid points about the relative suitability of the two general policing models for Aboriginal communities.

The socio-demographic survey will go beyond Depew's paper to operationalize criteria relevant to Aboriginal officers.

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<sup>13</sup> This is an edited version of Depew's paper that first appeared as "Policing Native Communities: Some Principles and Issues in Organizational Theory" in the *Canadian Journal of Criminology*, Volume 34, 1992.

*1993. Aboriginal Policing Issues: a comparison of Canada and Australia, Les Samuelson for Solicitor General Canada*

This discussion paper compares Canadian and Australian Aboriginal policing issues. The author notes that the Canadian First Nation and Australian Aboriginal contexts are similar, particularly with regard to high levels of violence against women, the unsatisfactory state of relations between Aboriginal populations and the police, and, increasingly, the large urban Aboriginal populations in both countries. The focus of the analysis is on police handling of Aboriginal people at the police interrogation stage and the admissibility of statements. In this connection the study looks specifically at the Anunga Rules and their application in Australia. Samuelson concludes that the systemic racism inherent in Australian police-Aboriginal relations has not been reduced since the promulgation of the Anunga Rules in 1976; in fact, relations appear to have deteriorated. Samuelson also concludes that Aboriginal communities in Australia need to provide increased input to policing in the communities if the high levels of violence, particularly against women, are to be decreased. Finally, Samuelson offers three suggestions that could be applied to both Australia and Canada. First, community policing with significant Aboriginal grassroots input is essential to effective policing and crime reduction. Second, police who are assigned to heavily populated Aboriginal areas must receive meaningful training in and by the Aboriginal community. Third, the Australian Anunga Rules must be improved so that they contribute in a real way to fair and equitable treatment of Aboriginal people by police.

*1994. Wally McKay, "An Experience with First Nations Policing" in Richard Gosse, James Youngblood Henderson and Roger Carter, Continuing Poundmaker and Riel's Quest, Saskatoon: Purich Publishing*

Wally McKay wrote this paper while Chairperson, Ontario First Nations Police Commission and at a time when the tripartite process for First Nations policing services in Ontario had existed for ten years. McKay says that First Nations constables have faced a number of challenges. First, they apparently serve two masters – the OPP and the local Chief and Council – without the benefit of knowing where their first allegiance lies. Further, McKay argues that the model in place at the time of his paper – that is, a traditional crime-control model with First Nation actors – was always intended to be a transitional model leading to a culturally, politically, socially appropriate community-based policing model. However, he sees the danger of the transitional model becoming entrenched. He worries about this possibility because:

The present arrangements do not reflect the distinction between peacekeeping and peacemaking, on the one hand, and to the adversarial and crime-control model, on the other. They do not enable our police men and women to represent and promote, and validate, our community values. Rather, they serve to stifle our constables' goals. (page 353)

McKay makes a strong argument for community-based policing, although he recognizes that the political will to achieve this goal must be present within the federal and provincial governments. As in Depew's paper, reviewed above, the issue of the suitability of two models of policing in the Aboriginal context is at issue for McKay.

*1994. Proceedings from the Second Annual First Nations Police Governance Workshop*

The Proceedings comprise summaries of presentations and workshops that took place at the event. Topics included the following: community policing; crime prevention; demographics; conflict resolution; and developing a police policy manual. Several common themes emerged from the presentations and workshops:

- Policing in First Nation communities requires well defined mandates, roles, responsibilities and procedures for police and for governments of all levels.
- Policing in First Nation contexts requires First Nation police officers.
- First Nation police officers must be properly trained and equipped and must be given the requisite authority to carry out their respective mandates.
- First Nation policing must be free from political interference.
- All police officers, especially non-First Nation police officers, require meaningful training in First Nation political and social realities, culture, and local community dynamics.
- Police must respect First Nation traditions and should try to incorporate First Nation values and approaches to justice in policing activities.

*1996. "Policing and security in four remote aboriginal communities: a challenge to coercive models of police work" by Tammy Landau in Canadian Journal of Criminology, Vol. 38.*

Landau examines policing in four northern Ontario Aboriginal communities. She suggests that in a context which involves high risk and service needs but low availability of resources for police, police do not centre their activities on their coercive powers, but on the broader context of community security needs and the ability of the existing network of social resources to meet those needs. Landau finds that police in these kinds of communities do, in fact, spend much of their time dealing with alcohol problems (perceived to be the single most serious social issue), "but as a social and security problem, rather than a law enforcement of crime control problem." Significantly, Landau concludes that the indigenization of policing services in remote Aboriginal communities would not necessarily have much impact on "reducing the risk of incarceration of aboriginal peoples" in those communities.

*1996. First Nations Police Officers Survey, C.J. Murphy and D. Clairmont for Solicitor General Canada*

This report provided the first comprehensive national survey of officers policing in Aboriginal communities. The primary objective was "to produce a national data base describing the socio-demographic characteristics, values, policing philosophy and styles, attitudes, behaviours, concerns, satisfactions and perceived needs of these officers" (page 1). The survey instrument was a pre-tested questionnaire mailed out to individual officers and band constables. The questionnaire included both closed and open-ended questions. The response rate was reasonably high at about 60%.

The survey's major findings can be summarized as follows:



- The overwhelming proportions of police in the Aboriginal context are themselves Aboriginal.
- Police in Aboriginal communities are similar to their counterparts elsewhere in Canada in terms of basic socio-demographic characteristics (e.g., gender and marital status), education, training, philosophy of policing, evaluation of their policing organization, assessment of police work, time spent on various police functions, job satisfaction, and major areas of reported stress.
- Police in Aboriginal communities differ from other police in terms of age and experience in policing (less in both), a greater preference for community policing, a greater likelihood to have to confront some special circumstance (e.g., “political pressure”), and possible discordance between Aboriginal views and the approaches of the wider justice system.
- Some officers in Aboriginal communities felt the pressure of working for new organizations that were having start-up problems.
- In some instances, there were differences in views between police in large organizations such as the RCMP, and police in smaller stand-alone services.
- Competent, motivated officers are increasingly in place in First Nation communities.
- There appeared to be an increasing level of sensitivity among the larger police organizations, although some Aboriginal officers reported racism in their organizations.
- Linkages among police services appeared to be improving, although they were still thought by some to be lacking.
- Female police officers in the Aboriginal context comprised only 10% of the total; however, they were seen to be a “dynamic force” in Aboriginal policing.
- Job satisfaction was linked to training, the adequacy of resources (including linkages with SAs), and an organizational/management system conducive to community-based policing.
- Challenges unique to policing in First Nation communities included high expectations of the police by residents; a lack of effective social service and volunteer agencies; local political pressures; and working in one’s own small, kin-focused community.

*1996. Bridging the Cultural Divide: A Report on Aboriginal People and Criminal Justice in Canada, Royal Commission on Aboriginal Peoples*

The Commissioners were critical of policing for Aboriginal people in various ways. First, on the basis of a submission by Frank McKay, Chief of Police of the Dakota-Ojibway Tribal Council, they concluded that federal and provincial governments provided inadequate funding to non-Aboriginal police services. The report refers to this as the “pilot project mentality” of senior levels of government. Long-term planning and program development is difficult and officer attrition rates are high in this climate. Further, the Commissioners agreed with Chief McKay that Aboriginal police services lack funding for proper salaries, training and housing.

The Commissioners also cited extensively the submission made by Wally McKay, Chair of the Ontario First Nations Police Commission. Mr. McKay made the argument that problems with Aboriginal policing are largely due to “the limitations of indigenizing police authorities without addressing the substantive issue of jurisdiction and Aboriginal concepts of peacekeeping” (page

86). The Commissioners agreed that problems arise in view of the fact that the federal and provincial governments apply the “crime control model” of policing, even in the Aboriginal context where a “peacekeeping model” would be more effective. The former is seen as primarily adversarial in nature, focussing on criminality, while the latter is seen to be concerned with building a culturally appropriate relationship between police and community so that both work together to address the causes of crime. The Commissioners referred extensively to a commissioned research paper by Robert Depew which addresses in historical terms the distinction just described.<sup>14</sup>

The Commission report also cites a study done by Jean-Paul Brodeur<sup>15</sup> which argues that the federal government is both contradictory and narrow-visioned in its Aboriginal policing policy, specifically the *First Nations Policing Policy* of 1991. The Commissioners accepted Brodeur’s argument that the federal policy objectives of First Nations self-government, on one hand, and on-reserve police forces that are independent of First Nation or Band governance authority while being accountable to the community, on the other hand, are contradictory. Brodeur likens this to non-Aboriginal police forces being accountable to their communities but not to their elected representatives. Further, the Commissioners agreed that the federal policy position is typically paternalistic because it does not recognize the full inherent authority of First Nations or Band governments.

It is significant that the Royal Commission report does not explicitly mention policing in its summary of major findings, conclusions or recommendations despite its concerns as expressed in the text of the report. However, it can be assumed that policing is included in the larger set of issues regarding the relationship between Aboriginal peoples and the justice system as a whole. In very general terms, the Commissioners’ position can be summarized as recommending a more culturally appropriate and community based justice system tailored to the needs and aspirations of Aboriginal peoples, while respecting the treaty and human rights of Aboriginal peoples for self-governance and the maintenance of their special world views.

*1998. Crime Prevention in First Nations: An Inventory of Policing Initiatives, Solicitor General Canada*

This document presents the results of a mail-in survey of First Nations by the Ministry of the Solicitor General. The crime prevention practices included in the report were initiated by First Nations police services and are intended to highlight successes in the field. Programs are included from British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, Quebec and Nova Scotia.

The report acknowledges that the evidence is largely anecdotal. However, the authors conclude that as the result of crime prevention initiatives by First Nation police services, some communities have experienced a substantial drop in crime rates. Other communities have not

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<sup>14</sup> Depew, Robert (1994). “Aboriginal Policing: A Research Perspective,” a report commissioned by the Royal Commission on Aboriginal Peoples.

<sup>15</sup> Brodeur, Jean-Paul (1991). “Justice for the Cree: Policing and Alternative Dispute Resolution,” a report for the Grand Council of the Crees (Quebec) and the Cree Regional Authority.

seen a dramatic decrease in crime but “are enjoying improved public safety environments.” According to this report, the most noticeable result of crime prevention initiatives is the improved relationship between the First Nation police and the community.

*2000. Self-Administered First Nations’ Policing: An Overview of Organizational and Managerial Issues, D. Clairmont and C.J. Murphy for Solicitor General Canada*

This report is intended to provide an overview of organizational and managerial issues in self-administered First Nation police services. Based largely on surveys of First Nation police managers, the authors identify several areas of concern: organizational structure and challenges; varieties of management styles; special challenges and accomplishments of First Nation management; the needs, adequacies and strategies with respect to resources in First Nation policing; issues of First Nation oversight and political context; and characterizations of the unique features of First Nation policing (page v). The authors also found significant consensus that while much remains to be accomplished in First Nation policing, much has already been achieved.

The authors also found a common belief that Aboriginal policing is unique and based on different principles, and responds to different realities, than policing in similar-sized, non-Aboriginal communities. First Nation police managers and First Nation political leaders agree that the primary problem with First Nation policing is that it does not provide “highly visible, community-based policing which is oriented to problem-solving in a culturally sensitive fashion.” This is largely because of scarce personnel resources. The solution to the problems might start with a commitment by government to fully pursue the objectives of the First Nation Policing Policy, and for First Nation political leaders to realistically reassess their preferences for policing. Clairmont and Murphy propose a two path model of First Nation policing “wherein First Nation police services would strive to provide a basic, quality, first-response conventional policing, and supplement that with a distinctive emphasis on peacekeeping” (emphasis in original).

*2000. Aboriginal Policing Review: Community, Contract and Aboriginal Policing Services, Royal Canadian Mounted Police*

The primary purpose of this review was to evaluate the current (2000) level and quality of policing services provided by the RCMP in Aboriginal communities across Canada. It was also intended to assist in the development of a strategic business plan regarding the future delivery of policing services in Aboriginal communities. The study involved an extensive survey of community members and Aboriginal and non-Aboriginal RCMP members, as well as individual interviews and focus groups in communities across Canada.

In summary, the study found that communities have very high expectations of their police officers as both protectors and upholders of the law. Communities want high levels of police visibility and quick police reaction with regard to drug trafficking, and alcohol and drug induced violence. Members acknowledge that policing in First Nation communities is both unique and challenging. They also see the need for specialized training in community policing in the First

Nation context, as well as assurances that they will be provided with the resources (particularly human resources) to do their jobs effectively.

*2001. Aboriginal Policing in Manitoba: A Report to the Aboriginal Justice Implementation Commission, Rick Linden, Donald Clairmont and Chris Murphy*

This report assesses the needs of First Nation communities as well as police in Manitoba. It concludes (as does the 2000 report by Clairmont and Murphy) that a two-path approach to policing is needed in Aboriginal communities. The proposed model would combine conventional first response policing with community-based peacekeeping in First Nation police services.

*2001. Effectiveness and Sustainability in First Nations Policing, Don Clairmont for Solicitor General Canada*

This report provides an extensive review of the literature relevant to assessing effectiveness and sustainability among First Nations police services. More specifically, the author focuses on the desirability and feasibility of a case study approach to examining the major issues in First Nation policing. The report concludes after testing in a field situation for three months, that “It would be very valuable, for policy as well as theory, to carry out a national level study that would focus on a small number of select FN police services exemplifying either or both ‘best practices’ and/or key effectiveness/sustainability issues” (page ii).

*2004. Legacy of Hope: An Agenda for Change. Final Report from the Commission on First Nations and Métis Peoples and Justice Reform (Saskatchewan)*

The Commission was established in response to the deaths of Aboriginal men as the result of actions by police officers in Saskatoon.<sup>16</sup> Its mandate, however, covered justice for Saskatchewan Aboriginal peoples generally, and allowed the Commissioners to address all elements of the criminal justice system, including policing. Information was gathered through an extensive, province-wide process of interviews and community consultations.

The Commission's work in the area of community policing is particularly relevant. In their final report the Commissioners say the following:

The success of community policing comes from the joint efforts between the people in the community and the police working to solve neighbourhood problems. The main areas to consider when looking to see if community policing is effective are:

- Community input into defining the problems that need to be solved.
- Community involvement in the planning and putting into practice of solutions.
- Community feeling that needs have been met.<sup>17</sup>

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<sup>16</sup> *Final Report*, section 5, page 12.

<sup>17</sup> *Final Report*, section 5, page 12.

The Commissioners went on to recommend the following with regard to community policing:

... that the Government of Saskatchewan, in view of the fact that it invests in community policing initiatives, conduct province-wide surveys every two years to monitor the degree of public satisfaction regarding community policing within all communities.<sup>18</sup>

The Commission also recognized the importance of ensuring non-racist and culturally aware police forces, including the recommendation for a "pro-active First Nation and Métis candidate recruitment strategy."<sup>19</sup> A related recommendation suggested that members of First Nation and Métis communities should "evaluate the effectiveness of existing cultural awareness programs and implement changes as required."<sup>20</sup> Both these recommendations have significance for the work of Aboriginal police officers and the socio-demographic survey.

2004. *Understanding Aboriginal Policing in a Social Capital Context*, presentation by Ralph Matthews and Rochelle R. Côté at the Policy Research Initiative Conference, December 13-15, 2004

Matthews and Côté suggest that a social capital perspective on community policing sees police activities in terms of social relationships rather than in terms of policing problems (i.e., the problem-oriented approach). The social capital approach stresses the need to address the tension inherent in the First Nations Policing Policy between a closer relationship (accountability, partnership) with First Nations and the traditional policing functions aimed at maintaining order.

2005. *Re-imagining Policing in Canada*, edited by Dennis Cooley. University of Toronto Press.

Cooley's volume addresses the increasing privatization of policing in Canada. More specifically, he points out that, while "the idea of 'privatization' is a useful concept with which to begin thinking about changes in the nature of policing...it is also limiting" (p. 11). Instead, Cooley suggests we think of the "complex *networks* of policing that reflect a mix of public and private security providers" that have been developing. While this volume is important at a certain level, its chapters do not refer directly to Aboriginal policing, or to methodological issues concerning socio-demographic surveys of police officers.

2005. "Neo-liberalism, community, and police regionalization in Canada: a critical empirical analysis" by Savvas Lithopoulos and George S. Rigakos in *Policing: An International Journal of Police Strategies & Management*, Vol. 28 No. 2.

Lithopoulos and Rigakos examine the regionalization of policing in Canada in the last thirty years. They test hypotheses regarding the cost efficiency and the effectiveness of regional police

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<sup>18</sup> *Final Report*, section 5, page 13.

<sup>19</sup> *Final Report*, section 11, page 7.

<sup>20</sup> *Final Report*, section 11, page 7.

services compared to non-regional services. The authors draw on data from the annual publication, *Police Personnel and Expenditures in Canada - 1997* and from the “Aggregate uniform crime report (UCR) survey.”<sup>21</sup> Their indicators for efficiency were per capita cost, cost per criminal code offence, number of officers per 100,000 population, and number of support staff per 100,000 population. Indicators for effectiveness were violent crime clearance rate, property crime clearance rate, and total *Criminal Code* clearance rate. Thirty regional and thirty non-regional police services were compared.

While Lithopoulos and Rigakos did not examine effectiveness with regard to the presence of Aboriginal officers, the fact that functional specialization did not appear to make a significant difference in effectiveness may suggest that Aboriginal policing programs is a legitimate area for investigation (if Aboriginal policing programs are seen as supporting a certain kind of functional specialization). This type of question, however, is not within the scope of the socio-demographic survey being undertaken by Alderson-Gill.

Perhaps of most interest in the conclusions of Lithopoulos and Rigakos is the idea that “The primary reason why [regional police services] are not overwhelmingly more effective is that policing seems to be mainly a local issue” (p.348). They go on to suggest that community-based policing appears to compare favourably to large, regional services. According to Lithopoulos and Rigakos, “Community policing requires rank and file police officers exercise discretion so they can adapt to specific situations and the needs expressed by local citizens” (p. 348). This would suggest that Aboriginal community focussed programs, as under the FNPP and the ACCP, may be significant in contributing to effectiveness at the local level. Again, however, this question is not within the scope of the socio-demographic survey.

2006. *In Search of Security: The Future of Policing in Canada*, Law Commission of Canada.

This report examines “pluralized policing” in Canada; that is, the trends to a complex mix of public police and private security. At page 18, the authors note the changing face of Canadian society with its increasing diversity of traditions, values and cultures. Yet the report also notes that “in spite of concerted efforts to increase diversity in police services in Canada, women, members of visible and ethnic minority groups, as well as Aboriginal peoples, remain significantly under-represented, compared to their representation in the communities being police” (p.19).

The report also says the following:

In recent years, public police services have started to attract somewhat older, more mature and better-educated recruits, many of whom have held other jobs prior to becoming police officers. Due to economic constraints during the 1970s and 1980s, which limited the ability of police services to maintain hiring levels, many services now face quite critical shortages of experienced personnel for promotion to middle and senior management positions. Another factor contributing to this situation has been the long-

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<sup>21</sup> Both published by the Canadian Centre for Justice Statistics.

standing resistance within public policing circles to lateral entry into police services (the appointment at a rank other than constable). (p.19)

While the Law Commission report does not link the above statement specifically to Aboriginal policing, these are issues that might affect Aboriginal police officers and potential recruits.

*2006. "Comparative Indigenous Policing Models: Canada, the United States, Australia, and New Zealand" by Savvas Lithopoulos.*

Lithopoulos presents a summary and comparative analysis of current policing programs and initiatives relating to Indigenous peoples in the four countries. He concludes that government crime prevention strategies in the Indigenous context should contain five key elements: community focus; Indigenous involvement and input; partnerships and coordination; support for effective and innovative programs; and enhancing knowledge. Of these five, the first two elements in particular would suggest the importance of Indigenous police officers operating at the community level.

### **3. Survey Methodology**

This section describes the methods used to design and administer the survey and analyze survey results. It describes the demographic characteristics of the survey sample and response rates. Finally, it identifies limitations associated with the survey data.

#### **3.1 Survey design**

##### **Study population**

The study population for the survey of officers policing in Aboriginal communities includes officers working with the RCMP and First Nations with policing Service Agreements (SAs) with the federal and provincial governments.

##### **Use of mail and online survey methods**

The primary method of data collection was a mail survey. In order to maximize response rates and data quality, we employed a mail survey methodology that was a modified version of the *Total Design Method (TDM)*<sup>22</sup>, a set of procedures that were introduced in 1978 by Donald Dillman. The TDM approach is still recognized as the gold standard methodology for conducting a mail survey. The TDM includes the following components that were used in this survey:

- advance notification of the survey;
- a first wave questionnaire package including a cover letter, questionnaire, and stamped return envelope;
- reminder notices sent by mail or email or through telephone calls; and
- a second complete questionnaire package, including a cover letter, questionnaire, and stamped return envelope, delivered to all non-respondents approximately four weeks after the first questionnaire.

Police officers also were provided with the option to complete the survey online. All communications sent to detachment commanders and chiefs of police of SA police services included information about the online survey option and the website address for the online survey. The rationale for the online option was to provide officers with the added flexibility of another completion option to maximize survey response rates and data quality.

##### **Questionnaire design**

A very extensive consultation process was conducted to design the survey questionnaire. This process included the following steps:

- meetings with police organizations to secure their support for the survey and to identify their issues and priorities;

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<sup>22</sup> Dillman, D. A. (1978). Mail and Telephone Surveys: The Total Design Method. New York: Wiley.



- distribution and review of draft versions of the questionnaire by key representatives of police organizations;
- a review of the draft questionnaire at a meeting of police chiefs in Yellowknife in May 2007; and,
- a final review of the questionnaire by key representatives of police organizations prior to distribution to detachments and police officers.

In addition to these steps, the original 1996 survey questionnaire was reviewed as part of the design process. Close attention was paid to the wording of questions addressing concepts and issues of continuing interest. Whenever possible, similar questions types and wording were used to facilitate comparisons between the 1996 and 2007 survey results.

The survey questionnaire addresses the following themes and issues:

- Personal biography of the officer – including education, ethno-cultural identity, Aboriginal upbringing and languages;
- Policing career history – including details of past and current postings;
- Motivations – reasons for becoming a police officer; expectations;
- Opinions about policing – opinions about the benefits and problems of police work;
- Working environment – including community type, severity of social problems and crime, actual and perceived (by residents) level of safety in the community;
- Training – Training received, including regular recruit training and many types of specialized training; training needed, including training for policing in an Aboriginal community;
- Career opportunities – including opportunities to supervise other officers, mentoring, learning and development plans, opportunities for promotion;
- Police work – time spent on various policing duties;
- Opinions about police work in Aboriginal communities – including approaches to doing good police work, experiences with different approaches to policing, and differences between policing in Aboriginal and non-Aboriginal communities;
- Organizational assessment – opinions about the police organization;
- Job satisfaction – including the work, pay and benefits, impacts;
- Job stress – sources of stress and problems encountered in their work; and,
- Improving policing effectiveness – opinions about changes that would improve the effectiveness of their police work and the community’s assessment of the policing service.

The questionnaire was first designed in English and then translated into French. All questionnaires distributed to Aboriginal police officers were in a bilingual format. A copy of the English questionnaire is appended to this report. It includes the response marginals for all survey questions.

## **Pretest**

A pretest was conducted with 20 respondents, including approximately five respondents in each of the different types of police services: RCMP, OPP, SAs in Québec, and SAs in other

provinces. The pretest reviewed several aspects of the survey design including the contacts and administration procedures with detachment commanders/police chiefs, procedures to support respondents, English and French versions of the questionnaire (from the respondents' perspective), and data capture specifications.

### **Respondent confidentiality**

Careful attention was given to procedures that would ensure respondent confidentiality. This included the following steps:

- pre-addressed, stamped envelopes were provided to police officers to mail completed questionnaires directly to Alderson-Gill and Associates;
- the online survey was hosted on the consultant's computer;
- case identifiers are not linked to the survey data file provided to APD;
- there is no reporting of results that allow "residual disclosure" of the identity of an officer or of a small number of officers;
- unique identifiers were assigned to police officers who chose to complete the survey online;
- care was given to all handling of paper questionnaires and correspondence associated with the survey; and,
- there was no communications with detachment commanders/police chiefs about the survey responses of individual police officers.

### **Sample design**

The survey sample of officers was identified by the Aboriginal Policing Directorate in consultation with officials responsible for the different police services and Alderson-Gill & Associates. Some eligible officers were not included in the survey sample because approval was not received by the RCMP National Aboriginal Policing Services in Ottawa to include them. Participating police services provided electronic lists of officers. These lists were reviewed and edited to ensure valid contact information for officers in the sample, elimination of duplicate entries, etc. The editing process removed some officers because of duplicate or incomplete entries.

The final sample included 778 officers across Canada, with the following numbers in each of the different services:

- RCMP: 200
- SAs: Ont.: 64
- SAs – Québec: 322
- SAs – Other provinces: 192

## **3.2 Survey administration**

### **Working with detachment commanders and police chiefs**

An important feature of the survey methodology was a distribution protocol that sent questionnaires and other survey-related correspondence through the detachment commanders and police chiefs rather than directly to individual police officers. Detachment commanders and police chiefs were provided with the information and resources they needed to make it easy for them to assist with the administration of the survey. These included packages mailed with the following contents:

- A personalized covering letter explaining the survey and what we were asking them to do, including distributing the enclosed sealed envelopes to the appropriate police officers;
- pre-addressed, sealed envelopes personalized for the individual police officers under their command who were in the sample; and,
- text to use in email correspondence with police officers and notices to post about the survey.

### **Mail survey procedures**

The survey administration involved the following procedures.

Management of sample lists from the APD – the lists of police officers and detachment commanders/police chiefs provided by the APD were reviewed to identify and address any gaps. A sample database was compiled for the mail outs and respondent tracking, with unique case identifiers added to the police officer information to facilitate the tracking. This database was used for printing mailing labels, assembling questionnaire packages for distribution to detachment commanders/police chiefs, and for tracking responses.

First wave mailing: Questionnaire packages were prepared and sealed for each police officer in the sample. The packages included a cover letter explaining the survey, a bilingual questionnaire, and a stamped, return envelope addressed to Alderson-Gill & Associates. These questionnaire packages were assembled in bundles for distribution to detachment commanders and police chiefs. The packages were distributed to detachment commanders and police chiefs by Canada Post.

Reminders: Reminder emails were sent to all individual police officers in the sample with an email address in the database. Telephone reminder calls also were made to all detachments, band offices, etc. Where possible, individual officers were contacted or messages were left for them. In other cases, messages were left with a detachment commander, police chief, or an assistant, with a request to ask the police officers in the sample to return their completed questionnaires.

Tracking responses: Completed questionnaires were tracked using the unique case identifier included with each questionnaire. Patterns of non-response (e.g., by type of service) were identified to allow us to intervene with additional follow-up measures should response rates be low in any specific areas. (For example, this feature allowed us to pay particular attention to

Québec SA officers in our telephone reminder calls.) Tracking responses also allowed us to delete respondents from the list for the second wave mailing of questionnaire packages.

**Second wave mailing:** A second, complete questionnaire package was mailed to all non-respondents approximately one month after the first wave of questionnaires was distributed. The procedures used were the same as those for the first wave, with the exception that all respondents were excluded from the follow-up mailing. Packages addressed to individual police officers were sent again to the detachment commanders and police chiefs.

**Handling completed and returned questionnaires:** Completed questionnaires were returned to the Alderson-Gill & Associates offices (in the pre-addressed envelopes provided to respondents).

**Support to respondents:** Support was provided to police officers during the field work to assist them and encourage them to complete the survey. All respondents were provided with a telephone number and an email address to use if they have any questions about the survey or how to complete the questionnaire.

### **Online survey procedures**

The online survey option offered to police officers for completing the survey included the following features.

- The questionnaire was available in both English and French.
- The survey was hosted on the consultant's website to ensure confidentiality and to streamline procedures.
- The unique identifier assigned to each police officer in the sample to facilitate tracking of responses was also used as their login password for entering the online survey.
- Respondents were given the option to download and print a pdf version of the questionnaire for completion and return by mail or fax, or simply to review the questionnaire prior to completing it online.
- The online survey incorporated a "pause" feature allowing respondents to leave the survey and return to the same place in the questionnaire (with their responses saved).

The survey website address was included in all correspondence addressed to both police officers (respondents) and the detachment commanders and police chiefs, including cover letters, questionnaires, and reminders.

## **3.3 Sample characteristics and response rates**

### **Response rates**

The overall response rate was 40.7%, based on 317 completed questionnaires of the 778 sent to eligible police officers. It was determined during the reminders and follow-ups that 10 officers in the original sample no longer worked for the police service and these were removed from the response rate calculation. In fact, it is very likely that the number of police officers who have left the service or moved is higher than 10 and that the response rate of 40.7% is a conservative

number. Many of the reminder contacts were telephone messages and we could not confirm that all the officers with particular detachments still worked at these locations.

The overall response rate was highest for the RCMP at 77.5%, followed by SAs at 41.1% in provinces other than Ontario and Quebec and the Ontario SAs at 32.8%. Response was lower among officers with Québec SAs at 19.3%. Several Québec SA detachments had large numbers of officers who could not be contacted directly to confirm employment and that they had received the questionnaire packages.

### Response Rate Calculations (Adjusted figures)

Service Type	Number of Eligible Respondents*	Number of Completions	Percentage (Response Rates)
RCMP	200	155	77.5%
Québec SA	322	62	19.3%
Other SA	192	79	41.1%
Ontario SA	64	21	32.8%
<b>Total</b>	<b>778</b>	<b>317</b>	<b>40.7%</b>

\* These numbers exclude 10 officers in the original sample who were removed from the response rate calculations after we determined during follow-ups that they no longer worked for the police service.

### Questionnaire completion by method

A majority of police officers (83.6%) completed the self-administered, mail-back version of the questionnaires; 16.4% completed the survey online.

By organization type, Ontario SA officers were more likely to complete the online survey and RCMP officers were the least likely to use this option:

- RCMP – 89.7% self-administered and 10.3% online
- Ontario SA – 57.1% self-administered and 42.9% online
- Québec SA – 80.6% self-administered and 19.4% online
- Other SA – 81.0% self-administered and 19.0% online

By age, younger officers were somewhat more likely to complete the survey online.

- 30 and under – 77.5% self-administered and 22.5% online
- 31 to 40 – 88.5% self-administered and 11.5% online
- over 40 – 82.2% self-administered and 17.8% online

The method of survey completion chosen by men and women was identical: i.e., 83.6% self-administered and 16.4% online.

## Sample characteristics

The 2007 survey sample of 317 police officers includes the following characteristics.

### Gender

- Male – 82.3%
- female – 17.7%

### Age

- 30 and under – 23.0%
- 31 to 40 – 42.4%
- over 40 – 34.6%

### Aboriginal status

- Aboriginal – 68.8%
  - Status (Registered) North American Indian – 55.3%
  - Non-status (Registered) North American Indian – 1.9%
  - Métis – 9.6%
  - Inuit – 1.9%
- non-Aboriginal – 31.2%

### Policing experience

- Average number of years in police work – 11.8
- Average number of years with current police service – 9.7
- Average number of years spent policing in Aboriginal communities – 9.5

*Note: Due to rounding, totals may not add-up to 100%*

## Comparisons with 1996 sample

The overall sample size for 1996 was n=431, whereas the 2007 overall sample size is n=317. The RCMP comprised a sample size n=126 in 1996, or 29 % of the total sample, with SAs comprising 58% of the sample (n=249) and Band Constables representing the remaining 13% (n=56). In 2007, the RCMP comprised 49% of the total sample (n=155), while other services made up the remaining 51% (n=162). Band Constables do not appear in the 2007 data. Thus, while their responses will be included in the overall comparison data for 1996, they were removed from the “Other Police Service” data from 1996, as this category does not adequately capture the nature of their work.

### *Age*

The median age of all officers in the 1996 survey was 33.5 years, compared to 36.5 among officers in the 2007 sample. By age categories the median ages were (a) less than 30 years of age, 1996 = 23% and 2007 = 21%; (b) 30 to 40 inclusive, 1996= 46% and 2007 = 44% and (c) over 40 years of age, 1996 = 31% and 2007 = 35%. Clearly, the policing population serving Aboriginal communities like the Canadian population more generally, has aged.

### ***Gender***

A greater percentage of the 2007 overall survey and RCMP component are female respondents when compared to 1996. In 1996, the sample was 90% male (n=375) and 10% female (n=42). The 1996 RCMP sample was 89% male and 11% female, and the 1996 percentages for SAs were 90% male and 10% female, so there were no significant differences to be found between services at that time. In the 2007 survey, the sample was 82% male and 18 % female. The 2007 percentages for RCMP respondents were 76% male and 24% female, and for SAs it was 88% male and 12% female.

### ***Ethnocultural identity***

There were significant changes in the ethnocultural identities of respondents between the 1996 and 2007 surveys. Overall, 77% of the 1996 respondents were Status North American Indians. In the 2007 data set, this percentage dropped to 55% of total respondents, while Non-Aboriginal respondents increased from 10% in 1996 to 31% in 2007. Other overall categories showed little change.

Among RCMP respondents, similar differences in respondent percentages were evident. Status respondents dropped from 70% of the total sample in 1996 to 38% of the sample in 2007, and Non-Aboriginal respondents increased from 6% to 41% of the sample size. Otherwise, other RCMP ethnocultural identity categories showed little change.

Among SA respondents, less significant changes were observed. In 1996, 78% of respondents indicated Status identity, while 14 % indicated non-Aboriginal identity. In 2007, 71% indicated status identity and 22% were non-Aboriginal. These data suggest a similar but less pronounced shift in demographics to that experienced by the RCMP. Details are outlined in the following table.

At issue though is whether the differences represent a change in the salient policing population characteristics or reflect a different sampling strategy in 2007 compared to 1996. To examine this issue, the RCMP component of the sample was broken down into “FNPP-funded” and “non-FNPP-funded” (i.e. RCMP provincial) officers. Looking only at the FNPP-funded positions, and comparing the proportions of Aboriginal and non-Aboriginal officers in the two survey periods, it was found that more than 29% of respondents were non-Aboriginal (as compared to the overall figure of 31%). This suggests that the increase in the proportion of non-Aboriginal officers serving in Aboriginal communities is a true reflection of a demographic shift, rather than a result of changes in sampling method.

### Ethnocultural Identity among Officers Policing in Aboriginal Communities, 1996 & 2007

Ethnocultural Identity	1996 %	2007 %	% Difference
	<i>Overall (n=428)</i>		
Status	77	55	-22
Non-Status	3	2	-1
Métis	7	10	+3
Inuit	2	2	0
Non-Aboriginal	10	31	+21
	<i>RCMP (n=125)</i>		
Status	70	38	-32
Non-Status	7	3	-4
Métis	15	15	0
Inuit	2	3	+1
Non-Aboriginal	6	41	+35
	<i>Other Police Service</i>		
	<i>(n=248)</i>	<i>(n=160)</i>	
Status	78	71	-7
Non-Status	2	1	-1
Métis	3	5	+2
Inuit	3	1	-2
Non-Aboriginal	14	22	+8

Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

Note: Due to rounding, totals may not add up to 100%

#### ***Educational attainment***

Educational attainment among respondents increased overall between 1996 and 2007, and this trend is reflected both in the RCMP and the SA components. 48% of 1996 respondents either attended or graduated college or university, with 4% earning a degree; in 2007, this number jumps to 77%, with 41% earning a degree. In the RCMP component, these numbers are 37% and 6% for 1996 and 80% and 39% for 2007; and 53% and 3% in 1996 for SAs, growing to 74% and 44% in 2007. Details are listed in the table below.



### Educational Attainment among Officers Policing in Aboriginal Communities, 1996 & 2007

Education Level	1996 %	2007 %	% Difference
	<i>Overall (n=430)</i>		<i>(n=311)</i>
Less than High School	20	3	-17
High School/Equivalency	33	20	-13
Some University/College	44	35	-9
Post-Secondary Degree*	4	42	+38
	<i>RCMP (n=126)</i>		<i>(n=151)</i>
Less than High School	15	1	-14
High School/Equivalency	48	19	-29
Some University/College	30	41	+11
Post-Secondary Degree*	7	39	+32
	<i>Other Police Service</i>		
	<i>(n=248)</i>	<i>(n=160)</i>	
Less than High School	19	5	-14
High School/Equivalency	25	21	-4
Some University/College	53	30	-23
Post-Secondary Degree*	3	44	+41

Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

\*Note: The 2007 survey added the "Graduate Degree" category. A total of two respondents indicated a graduate degree, and both were in the RCMP data set. They have been subsumed under the Post-Secondary category. Also, due to rounding, totals may not add up to 100%

### Aboriginal background

There were significant drops in the percentages of respondents indicating that they had been raised by aboriginal families, in aboriginal communities, or speaking an aboriginal language. Findings are outlined in Table 1.3. The most significant drop was among RCMP respondents across all categories. RCMP respondents in 2007 were 33% less likely to have been raised by an Aboriginal family, 32% less likely to have been raised in an Aboriginal community, and fully 41% less likely to be a First Nations language speaker, dropping from 56% in 1996 to 15% in 2007. The findings regarding language become more striking when we examine fluency rates.

Although fluency ratings between the survey tools are not directly comparable, in 1996, 42% of RCMP respondents indicated a 4 or 5 out of 5 fluency rating, while in 2007, only 4% of RCMP respondents indicated "Yes" when asked if they were fluent in a native language.

In contrast, much smaller decreases in all background categories were experienced among the SA respondents, while the percentage of language speakers actually increased, from 48% to 58% of respondents. Fluency rates appear to have dropped, but less significantly; in 1996, 37% of SA respondents indicated a 4 or 5 out of 5, and in 2007, 22% of respondents indicated "Yes" to the fluency question.

Thus, it appears that the decreases in the overall data set comparison in Aboriginal Background identification variables can be explained largely through the RCMP data set. Again it will be important to interpret the RCMP changes with caution since the differences between the two time periods may reflect sampling strategies.

### Aboriginal Background, 1996 & 2007

Aboriginal Background	1996 Yes %	2007 Yes %	% Difference
<i>Overall</i>			
Raised in Aboriginal Family	80 (n=401)	59 (n=296)	-21
Raised in Aboriginal Community	66 (n=326)	45 (n=297)	-21
Speak First Nations Language	54 (n=426)	37 (n=289)	-17
<i>RCMP</i>			
Raised in Aboriginal Family	79 (n=115)	46 (n=144)	-33
Raised in Aboriginal Community	61 (n=95)	29 (n=145)	-32
Speak First Nations Language	56 (n=124)	15 (n=140)	-41
<i>SA</i>			
Raised in Aboriginal Family	80 (n=234)	72 (n=152)	-8
Raised in Aboriginal Community	67 (n=198)	60 (n=152)	-7
Speak Aboriginal Language	48 (n=246)	58 (n=149)	+10

Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

The 2007 survey included another Aboriginal Background variable, asking respondents if they had spent significant time away from their home community while they were growing up. 23% of RCMP respondents replied “Yes” to this question, compared to 34% of Other Police Respondents. This variable was not included in the 1996 survey.

### Policing experience

Looking at policing experience, there are four points of comparison – (a) using our recodes of 2007, ranks in 1996 sample were 75% constables, 19% Other and 6% management whereas the respective figures in 2007 were 59%, 24% and 17%; (b) median years in policing was 6 years in 1996 and 10 years in 2007; (c) years policing aboriginals was 5 years in 1996 and 7 years in 2007; (d) years in current police service was 4.5 in 1996 and 7 in 2007. It is clear that the 2007 sample is more experienced and also of higher rank.

### Level of statistical confidence

The margin of random sampling error for statistics calculated with a sample of this size is +/- 5.5%, 19 times out of 20.

### 3.4 Database management

An SPSS database was created for the survey data at the outset to permit respondent tracking. The database was programmed as soon as the questionnaire was finalized to allow us to capture data and track response patterns as soon as we began to receive completed questionnaires. Once completed, mail-back questionnaires were reviewed and edited by trained research assistants prior to data entry.

Once the fieldwork was complete, a fully documented and labelled SPSS file was prepared for producing user-friendly statistical tables and other statistical outputs. The SPSS file includes variable labels, value labels and missing values. It also includes most open-ended responses. An Excel file was also created with the full text of open-ended responses.

The online survey data was merged with the data file created from the written mail-back questionnaires.

### **Data quality analysis**

A thorough analysis of data quality was conducted to examine overall response patterns, sampling error, item non-response, measurement error, and method error.

Response rates to individual questions generally were excellent throughout the questionnaire. Item non-response to applicable questions was less than 10% for almost all questions, and less than 5% for a majority of questions.

The following is a list of the questions for which item non-response exceeded 10% (with the percentage not responding listed for each item). This list represents very few items of the approximately 300 questions in the survey.

- Role or function in the police organization (Q. 9b) – 11.4%
- Two most important ways policing experience has met or exceeded expectations (Q. 18a-b) – 27.1%
- Two most important ways policing experience has not met expectations (Q. 19a-b) – 31.2%
- Set of questions on opinions about differences in policing in Aboriginal and non-Aboriginal communities (Q. 39j, Q. 40a-l) – 13.0% (average percent missing)
- Fairness of performance evaluation of officers (Q. 43i) – 14.2%
- Opinion about community input and direction to the police organization (Q. 43m) – 13.9%
- Opinion about fairness of hiring Aboriginal and non-Aboriginal officers (Q. 50c) – 15.1%
- Opinion about fairness of how courts in their district deal with Aboriginal offenders (Q. 50f) – 14.8%
- Opinion about how police organization protects female officers from sexual and/or other intimidation (Q. 50i) – 12.9%
- Expectation of being a police officer in their current police service in five years (Q. 51) – 12.0%
- Important changes to improve police effectiveness (Q. 52) – 28.4%
- Important changes to improve community's assessment of their policing service (Q. 53) – 36.6%

Measurement error (validity and reliability) was checked through a variety of statistical tests, as well as by comparisons with results from the previous survey conducted in 1996.

Method errors (e.g., data entry errors) were addressed during the preliminary data checks. Out of range values were identified, checked and corrected where appropriate.

## **Statistical analysis procedures**

A comprehensive statistical analysis was conducted of the survey data including the following procedures:

- A complete set of univariate statistics (i.e., frequencies).
- A complete set of bivariate statistics (e.g. crosstabulations and other breakdowns).
- Creation of some multi-item scales to generate summary measures on key issues. These scales were computed in two ways: 1) by calculating the summary score of groups of scaled questions and then distinguishing between higher and lower total scores; and, 2) by counting the incidence of particular values for a group of categorical questions (e.g., counting the number of “yes” responses in a set of yes/no questions).
- Specialised analyses on key themes identified in consultation with the APD: e.g., for subsamples, for particular themes, and for comparisons with previous survey findings. The results of these analyses are presented in this report.

## **4. Survey Findings**

This section of the report presents the findings of the analysis of survey results. It is organized into seven sections relating to:

- Recruitment, training and career advancement;
- Policing activities;
- Perceptions of the police role;
- Views on policing in Aboriginal communities;
- The officers and the police services they work for;
- Job satisfaction and job stresses; and,
- Officer turnover and future directions.

The seven sections are consistent in format. First, they consider the comparison between the 2007 survey and the 1996 survey, and identify key areas where change has occurred in the intervening period, and notable findings that are consistent at both time periods. Second, they examine in greater detail the notable findings from the 2007 survey, focusing on trends relating to specific factors such as type of police service, whether the officers are Aboriginal or non-Aboriginal and how long officers have been serving. Each section then summarizes the findings in that subject area.

### **4.1 Recruitment, training and career advancement**

This section examines how officers were recruited to their police service, what the motivating factors were, the nature and extent of training they have received, and other career-related issues.

#### **4.1.1 Choosing a police career**

##### **1996-2007 Comparison**

There was considerable similarity between the 1996 and 2007 samples with respect to the reasons that officers acknowledged wanting to become a police officer. The 1996 survey asked respondents to indicate the importance (on a three-point scale) of seven reasons for their decision to become a police officer. The 2007 survey asked officers about the same seven reasons (also using the three-point scales), and included an additional four reasons and an ‘other’ category for a write-in response. The results of the comparable seven variables, compared across the two surveys, are summarized in the following table.

Considering first the overall responses, the similarities are striking, as the percentage giving the response “very important” for each was almost identical, and the rank order of the importance of the seven reasons provided by officers was identical.

- “Always wanting to be a police officer” was indicated as very important by roughly 56% of respondents in each time period.

- A secure, well-paid job and the opportunity to travel and expand one’s experience were the next most frequently cited reasons, rated as very important 41% and 35% of the 1996 sample and 46% and 39% of the 2007 sample.
- The chance to make a difference in effecting Aboriginal justice was rated as very important by approximately 30% of both samples.
- The encouragement of family and friends was rated as very important by roughly 22%.
- The two reasons receiving the lowest “very important” ratings were the same in both survey periods: “it was the best job available” was rated as very important by just 13% in both samples, and “a way to get respect” was rated as very important by only 9% in 1996 and 5% in 2007.
- Additionally, in 1996, 43% of all the respondents reported that they had older relatives or in-laws who were police officers; in 2007, 27% indicated that they had a friend or family member who is or was a police officer.

The following table also depicts the 1996-2007 variations in reasons for becoming a police officer by police service. Again the major pattern is continuity over time in responses. Among the RCMP, there were no differences greater than 10 percentage points in the 1996 to 2007 “very important” responses. Within that context there was a tendency for the 2007 responses to be greater for “a well-paid job” and “opportunities for travel”, and less for having an impact on Aboriginal justice and the encouragement of family and friends. Perhaps this sub-pattern within the larger pattern of continuity of responses can be explained in terms of the larger percentage of non-Aboriginal officers constituting the 2007 RCMP sample (as described in Section 2 above). Within the self-administered Aboriginal police services (the “SAs”), the similarity of the 1996 and 2007 responses is even more evident, save for the percentages indicating that the encouragement of family and friends was very important; in 1996, 51% gave that response while in 2007 only 20% did so, a quite dramatic decrease. In both time periods, RCMP officers more frequently cited the opportunity to travel as very important (42% in 1996 and 50% in 2007, compared to 34% and 28% among the SA respondents). This difference is quite appropriate given that the RCMP is a national police body committed to geography mobility of its officers.

### Decision to become a police officer, 1996 & 2007

Motivating factors	1996 %			2007 %				
	1996 N	Very Important	Somewhat Important	Not Important	2007 N	Very Important	Somewhat Important	Not Important
<b>Overall</b>								
Family/Friends Encouraged	415	23	29	48	307	21	36	43
Way of Getting Respect*	395	9	19	72	302	5	22	73
Secure, well-paid job	418	41	38	21	306	46	39	15
Opportunity to Travel	416	35	36	29	303	39	35	26
Always wanted to	406	55	29	16	301	57	26	17
Change Aboriginal Justice	397	30	39	31	299	29	40	31
Best Job available	406	14	31	55	303	13	22	65
<b>RCMP</b>								
Family/Friends Encouraged	123	31	27	42	151	22	31	47
Way of Getting Respect*	118	11	23	66	149	4	20	76
Secure, well-paid job	123	39	38	23	152	48	40	12
Opportunity to Travel	123	42	38	20	150	50	35	15
Always wanted to	119	56	28	16	150	55	28	17
Change Aboriginal Justice	116	37	36	27	150	27	39	34
Best Job available	118	15	30	55	151	9	17	74
<b>SA</b>								
Family/Friends Encouraged	240	51	28	20	156	20	42	38
Way of Getting Respect*	224	8	17	75	153	6	25	69
Secure, well-paid job	244	42	39	19	154	45	37	17
Opportunity to Travel	241	34	35	31	153	28	35	37
Always wanted to	237	56	29	15	151	59	23	18
Change Aboriginal Justice	231	26	39	35	150	32	41	27
Best Job available	236	14	31	55	152	18	26	56

Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

\*Note: The 1996 survey tool phrased this variable as "It's one of the best ways for an aboriginal person to get respect from a non-aboriginal." The 2007 survey removed references to aboriginal heritage. As results remained similar, the variables appear relatively comparable.

There were four additional reasons added in 2007 to the list for assessments by the police officers.

- “Wanting to do a job that helps people” was by far the most significant motivating factor cited of these four and also of the other items noted previously: 87% of RCMP officers and 78% of SA officers reported that this consideration was ‘very important’ in their decision.
- “Wanting to promote self-government” was not much of a motivating factor for either group, with 79% of RCMP and 67% of SA officers indicating that this was ‘not important’ in their decision to join the police service.
- The officers in the RCMP and SAs gave the reason “I had a friend/family member who was a police officer” the same level of significance – roughly 22% in each grouping identified this as a very important consideration.
- Finally, roughly 30% in each grouping reported as very important the factor “I enjoyed positive relationships with local police who encouraged me to apply”.

To summarize, these four items were of the same relative importance for the RCMP and SA samples – as was the case for the seven reasons common to both the 1996 and 2007 surveys.

### **Further analyses of the 2007 data**

In order to explore officers’ motivations for becoming a police officer, the items mentioned above (i.e., “how important were the following reasons in your decision to become a police officer?”) were sorted by factor analysis into three indexes. The indexes were each constituted of multiple items and the index scores were dichotomized into low and high scores for the analysis. The three indexes were:

- a) practical reasons – 4 items such as “I was seeking a secure well-paid job”;
- b) social reasons – 3 items such as “My family and friends encouraged me to join”, and
- c) Ideological reasons – 3 items such as “I wanted to improve the way the justice system operates in Aboriginal communities”.

There was no statistically significant difference between the RCMP and SA officers with respect to the high scores on any of the three indexes. However, a marginally significant pattern was for the RCMP members to more frequently have high scores on the “practical reasons emphasized” index (47% to 40%) while the SA officers more frequently had high scores on the indexes emphasizing social reasons (51% to 42%) or ideological reasons (42% to 32%).

Consistent with this finding, within the RCMP grouping these trends were duplicated for the Aboriginal and non-Aboriginal officers. Non-Aboriginal RCMP officers tended to have higher scores for practical reasons (50% to 44%). Aboriginal RCMP officers were significantly more likely to have higher scores for social reasons (49% to 31%, shown in the following table) and slightly more likely to have higher scores for ideological reasons (38% to 25%).



**Importance of Social Reasons in the Decision to Become a Police Officer  
by Aboriginal Identity of RCMP Officers**

Aboriginal Identity	Social Reasons Index	
	Low	High
Aboriginal (n=82)	51.2%	48.8%
Non-Aboriginal (n=59)	69.5%	30.5%
Total (n=141)	58.9%	41.1%

There was a similar pattern of responses between officers of the RCMP and the SAs when asked how they were recruited. The number one reason was through contact with a family member or friend – overall (33%) and for both Aboriginal and non-Aboriginal officers (34% and 28% respectively). Other reasons varied over a range of factors, with recruitment by a member of the police force and self-initiative being the most common. Also, RCMP officers (44%) and SA officers (47%) were equally likely to report that they had an older close relative who had been or currently is a police officer or is working in other law enforcement capacity. Within the RCMP grouping, the most significant difference was that the Aboriginal officers were roughly twice as likely (42% to 22%) to report that the chief factor in their recruitment was “an RCMP officer”, suggesting that personal contact and encouragement by an RCMP member who was not a family member or close friend has been important in recruitment of Aboriginal members.

To summarize, in responding to a number of suggested possibilities about why they decided to become police officers, the respondents in both 1996 and 2007 emphasized the same reasons as “very important” and ranked the different possibilities exactly the same. The top three factors were, in rank order, “always wanted to be a police officer”, “a secure well-paid job”, and “the opportunity to travel and expand my experience”. There was the same high level of continuity between the two time periods by RCMP and SA affiliation. But there was some modest variation; the RCMP respondents emphasized more in 2007 than 1996 the factors of a secure job and opportunity to expand one’s horizons and less the social or ideological reasons. Members of the SAs gave essentially the same responses as the SA members in 1996, with the exception of being notably less likely to cite the impact of family members and friends as very important.

Examining just the 2007 data, the major pattern was a consensus among all the possible groupings of officers, but there was some modest variation. RCMP and non-Aboriginal officers were more likely to cite practical reasons for their decision to become a police officer, while members of the SAs and Aboriginal members of the RCMP were more likely to cite social and ideological considerations as very important in their decision to become a police officer. In terms of how they were recruited, the number one mechanism for the sample as a whole and for both Aboriginal and non-Aboriginal officers was through contacts with and suggestions from family members and friends. Aboriginal members of the RCMP reported that the most important factor in their recruitment was contact with and encouragement from an RCMP member. Interestingly, in a separate question, roughly 45% of both RCMP and SA officers indicated that they had an older close relative who was either a police officer or employed in law enforcement. Within the RCMP, the comparable percentages on this factor in recruitment for Aboriginal and non-Aboriginal officers were 49% and 37%.

### 4.1.2 Training

In 1996, survey respondents were asked if they had received the regular recruit training for their police organization and 83% overall indicated that they had received this training. Regular recruit training was significantly higher among RCMP respondents, 95% of whom had received this training, compared to 85% of SAs and less than half of the Band Constable respondents.<sup>23</sup>

The 2007 survey asked respondents whether or not they had received any recruit training, either from their police organization or elsewhere, before their first assignment. Similar to the findings in 1996, 84% of all respondents, including 92% of RCMP officers and 78% of SA officers, indicated that they had received this training. This is a slight decrease for both RCMP and SA officers; however, virtually all of those 2007 respondents who had not received training before their first assignment indicated that they had received this training at a later date. Thus, the rate of regularly-trained officers in 2007 is actually nearer 94%, which represents an overall increase.

With regard to special training, the 2007 survey results are not directly comparable to the 1996 survey, although there is some common ground. In 1996, 70% of all officers reported receiving special training, including 74% of SA officers and 65% of RCMP officers. In the 2007 survey, respondents were asked to identify which specific special training they had received; for virtually all categories of training, RCMP officers had training rates equal to or higher than the rates for SA officers. RCMP officers had significantly higher rates of training in several training categories including public safety, general crime investigation, use of less lethal equipment (e.g., taser), water transport, computer literacy, public speaking, leadership training, coaching and mentoring, aboriginal cultural training, community and problem solving, first aid, decision-making, radar, and breathalyzer training (see the following table). This pattern could suggest that, between 1996 and 2007, RCMP had significantly increased its special training efforts among officers policing Aboriginal areas, while SAs had not done so, or at least not to the same degree. Training categories for which SA officers responded at an equal or higher percentage than RCMP officers are highlighted in bold. It seems clear that, while respondents from the RCMP and SAs were similar in terms of receiving basic recruit level training and upgrades in basic policing duties, the RCMP members have received much more training in the requisites for a more elaborated policing role, something which might well be related to the greater resources available to that policing service.

Within the RCMP, of the 40 or so items of extra-recruit training included in the survey, there were only 8 where there was a significant difference between the Aboriginal and the non-Aboriginal members. In three training areas, more Aboriginal members reported the training, namely water transport (51% to 35%), Aboriginal cultural training (73% to 59%) and radar (87% to 75%). In five other training areas, more non-Aboriginal members reported the training; these were major crimes (25% to 14%), disclosure (55% to 35%), testifying (57% to 35%), working with volunteers (38% to 20%), and explosives (10% to 0%). These overall modest differences appear to reflect the locations in which the officers were located.

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<sup>23</sup> Current RCMP policy requires all officers to successfully complete training prior to being posted. It is assumed that a small number of officers responding to the survey were recruited some years ago under a different recruitment policy, or were recruited as special constables not requiring the same level of training.

### Special Training received by force type, 2007\*

Special Training Area	RCMP %	SA%	% Difference
Public Safety	67	49	18
Firearms Instructor	24	19	5
Basic Instructor/Facilitator	30	24	6
Investigation	69	54	15
Police Supervision	49	35	14
<b>Surveillance Techniques</b>	<b>16</b>	<b>17</b>	<b>1</b>
Water Transport	44	19	25
Leadership Training	51	28	23
Drug Investigation	34	27	7
Undercover Operations	10	6	4
Sexual Assault Investigation	53	42	11
Aboriginal cultural Training	68	32	36
Bike Patrol	11	8	3
<b>Major Crime</b>	<b>18</b>	<b>20</b>	<b>2</b>
Accident Investigation	49	39	10
<b>Case Management</b>	<b>19</b>	<b>19</b>	<b>0</b>
Forensic Interviewing	35	24	11
Counseling	22	15	7
Less Lethal Weapons	95	79	16
Other Use of Force Skills	80	66	14
<b>Search Warrant</b>	<b>38</b>	<b>38</b>	<b>0</b>
Report Writing	52	47	5
Disclosure	43	32	11
Testifying	44	43	1
Domestic Violence	69	58	11
Media Relations	30	23	7
Public Speaking	43	26	17
Coaching or Mentoring	58	27	31
Computer Literacy	38	24	14
<b>An Aboriginal Language</b>	<b>8</b>	<b>11</b>	<b>3</b>
Working with Volunteers	28	16	12
Community/Problem-Oriented Policing	58	30	28
<b>Mentally disturbed/suicidal people</b>	<b>45</b>	<b>50</b>	<b>5</b>
First Aid/CPR	95	86	9
<b>Vehicle Theft</b>	<b>15</b>	<b>16</b>	<b>1</b>
Fraud	18	17	1

### Special Training received by force type, 2007\* (Continued)

Special Training Area	RCMP %	SA %	% Difference
<b>Hostage Negotiations</b>	<b>8</b>	<b>8</b>	<b>0</b>
Computer Crime	6	4	2
Forensic Identification	19	17	3
<b>Explosives</b>	<b>4</b>	<b>4</b>	<b>0</b>
Intelligence	30	15	15
Drug Abuse Prevention	33	24	9
Crime Prevention	37	31	6
Radar	82	64	18
Breath Alcohol Testing	71	42	29
Decision-Making	50	32	18
Problem Solving	51	35	16

Source: Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

\*Note: Valid (N) was different for each variable. No response set was missing more than 12% of possible respondents.

### Training adequacy 2007

Asked if they were given timely opportunities for retraining in required areas, the majority of officers (74%) said 'Yes', including 80% of RCMP and 69% of SA officers. While the central pattern is clearly consensus among the officers that timely opportunities for upgrading their skills has been provided, there are some disparities between training available to RCMP officers and training available to SA officers. This secondary pattern is further highlighted by data on areas where officers reported that they require further training. The following table shows that SA officers were more likely to think that they require a lot more training in every area of police work listed, particularly in the areas of criminal investigation, drug investigation, and dealing with sexual assault cases.

The patterns of opinion about training requirements within the RCMP are interesting. It is important to note that there was no significant difference between Aboriginal and non-Aboriginal members in the percentage in the management rank but Aboriginal officers had more years in the RCMP service; 70% of the non-Aboriginal members had less than 10 years with the RCMP compared to only 39% of Aboriginal members. However, the Aboriginal members were consistently more likely to think that they require a lot more training in most of the areas asked about. There were statistically significant differences between Aboriginal and non-Aboriginal officers in opinions about training requirements for 9 of the 17 areas of police work reviewed in the survey. For every one of these areas of police work, Aboriginal officers were more likely to identify training requirements:

- criminal investigation (19% for Aboriginal officers vs. 5% for non-Aboriginal officers);
- dealing with gangs (38% vs. 23%);
- paperwork and case preparation (12% vs. 2%);
- domestic violence (24% vs. 7%);
- community policing (18% vs. 5%);
- sexual assault (26% vs. 13%);

- public speaking (24% vs. 8%);
- media relations (32% vs. 10%); and,
- supervisory skills (34% vs. 13%).

**Do you require further training in the following areas: Respondents answering ‘A lot’ of training required. By force type, 2007**

<b>Special Training Area</b>	<b>RCMP %</b>	<b>SA %</b>	<b>% Difference</b>
Criminal Investigation	13	47	34
Drug Investigation	38	65	27
Street Gangs/Organized Crime	31	39	8
Community Relations	18	31	13
Traditional Peacekeeping Techniques	23	29	6
Paperwork and Case Preparation	8	26	18
Dealing with Family Violence cases	17	36	19
Community Policing	12	28	16
Dealing with Sexual Assault cases	21	49	28
Mediation and Dispute Resolution	20	31	11
Vehicle accident investigation	13	27	14
Youth Programs	21	37	16
Public Speaking	17	23	6
Media Relations	22	25	3
Supervisory and management skills	25	43	18
Indian Act/Band by-Laws	31	34	3
Crime Prevention	14	33	19

*Source: Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007*

Interestingly, however, roughly the same percentage of both RCMP and SA officers affirmed that the training they had “received so far has been adequate for your police work in an Aboriginal community”. Among the RCMP officers, 21% considered the training very adequate and another 35% said it was adequate. Among the members from SA, the respective percentages were 25% and 45%. Indeed, there was a slight tendency for the RCMP members to consider their training less adequate than respondents from the SAs. Perhaps, this incongruent pattern indicates that the RCMP officers work in a more demanding organizational milieu from the training and upgrading perspective. Within the RCMP, there was no difference between Aboriginal and non-Aboriginal members in their ratings of whether the training they received has been adequate for their police work in an Aboriginal community; in both cases about 55% of the officers indicated that it was either very adequate or adequate.

**Supervision and mentoring opportunities**

Officers responding to the 2007 survey were also asked about their supervisory and mentoring opportunities. The majority of officers, both RCMP and SA members, indicated that they had such opportunities (see the following table). Again, significant differences between RCMP and SA officers were observed, with RCMP officers consistently showing greater opportunities in supervising, mentoring and experiences: approximately 75% compared to about 60%. Overall,

officers indicating that they did not have such opportunities exhibited no clear pattern when asked why they thought the opportunities had not been available. Within the RCMP, there were no differences between Aboriginal members and non-Aboriginal members in reporting opportunities to supervise or to be mentored.

### Learning development plans

With regard to Learning Development Plans (LDPs), RCMP officers were more likely to report that they had such a plan in place: 48% compared to 31% of SA members. About half of all respondents, including 56% of RCMP and 49% of SA officers, agreed that their location (i.e., where they are policing) made implementing a LDP difficult. Officers from both types of police services were similarly equivocal on the level of support that their organizations give in implementing LDPs: 58% of RCMP and 52% of SA officers said that there was either strong or moderate support for LDP implementation; while 42% and 48%, respectively, suggested that there was little or no support from the organization. Within the RCMP, there was a major difference between Aboriginal and non-Aboriginal officers with respect to having an LDP in place; only 35% of Aboriginal officers indicated they had an LDP compared to 66% of non-Aboriginal officers.<sup>24</sup> Despite this significant difference, about the same percentage in each grouping (53% and 54%) agreed that the police organization provide strong or moderate support for their development of LDPs.

### Supervisory and Mentoring Opportunities. By police service type, 2007

	RCMP %	SA %	% Difference
Given Supervisory Opportunities (e.g., file reviews, performance assessments)	72	58	14
Opportunity to be Mentored	72	56	16
Opportunity to act as a Mentor	79	63	16
Have Learning Development plan in place	48	31	17

Source: Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

Overall, then, virtually all respondents in 2007 had received, before or after their first posting, the appropriate recruit training from their police service. In terms of extra-recruit training or upgrading, members of the RCMP and of the SAs were similar in their reported training in the areas most relevant for basic policing duties, but the RCMP respondents reported much more training in areas requisite for a more elaborated policing role. While the majority of RCMP and SA respondents considered that they had received timely opportunities for retraining in required areas, the RCMP members were most likely to make that claim. Members of the SAs on the other hand were more likely to state that they required a lot more training in most areas of policing, especially sexual assaults, drugs and criminal investigations. Within the RCMP, the Aboriginal members, despite, on average, having more years of service in the RCMP, were much more likely than non-Aboriginals to think that they required a lot more training in the 17 areas reviewed in the survey. Despite the differences in opinion about the specialized training required, there was no important difference by police service affiliation or Aboriginal identity

<sup>24</sup> The survey does not address the question of why this disparity may exist, but it would appear to be an important area for further inquiry.

with respect to the high percentage of respondents affirming that the training that they had received thus far has been adequate for their policing in an Aboriginal community.

Opportunities for supervision and mentoring roles were reported by about two-thirds of respondents. There were modest differences in opportunities for supervision and mentoring by police service (the RCMP members having the higher percentage) but no appreciable difference within the RCMP between Aboriginal and non-Aboriginal members. Learning Development Plans were more commonly reported by RCMP officers than by those in the SAs, and within the RCMP, by more non-Aboriginal than Aboriginal members. Despite this variation, there was no difference in the proportion of respondents, whether by police service affiliation or Aboriginal identity, who considered that their police service provided strong or moderate support for the implementation of Learning Development Plans.

## **4.2 Police activities**

An important aspect of the experience of policing in Aboriginal communities is the nature of the work itself—how officers spend their time. Both the 1996 and the 2007 national surveys asked officers policing in the Aboriginal communities to indicate whether they engaged in each of 19 policing activities (ranging from car patrol to dealing with local political leaders and elected officials). Questions were asked using a three point scale, with responses of “a lot”, “a moderate amount” or “none/little”. The response options are clearly subjective and might well vary by idiosyncratic considerations but it was decided to use this format in 2007 both to ensure comparability to the 1996 data and to increase the likelihood of securing responses; previous studies had indicated a reluctance among respondents to consider responses based on hours spent. This section first presents a comparison of the 1996 and 2007 data sets, and then focuses on the 2007 data, including analysis of a created variable labelled an “SA Style” of policing.

### **4.2.1 Comparison: 2007 to 1996**

Overall, the distributions of time spent on the various activities were quite similar in the 1996 and 2007 data sets. Doing paperwork, investigating, patrolling and answering calls for service were the major time-consuming activities, but dealing informally with minor disputes increased to the point where 41% of the officers indicated they spent a lot of time in that activity. The data indicate a modest decrease overall in car patrol and court appearance activities in 2007, as both categories experienced a 13% increase in officers indicating that they spent none or little time on these activities. Officers continued to report that they spend a lot of time doing paperwork, with respondents in this category increasing by 10% over the past decade.

## Doing Police Work - Overall data, 1996 & 2007

How much time do you spend on the following activities?	1996 %			2007 %		
	None/Little	Moderate	A lot	None/Little	Moderate	A lot
<b>Overall</b>						
Patrolling in cars	16	44	40	29	33	38
Patrolling on foot	78	19	3	79	19	2
Informal minor disputes	10	60	30	14	45	41
Informing citizens re: law, police	20	59	21	22	55	23
Doing paperwork	3	22	74	5	11	84
Court prep/appearance	15	52	33	28	36	36
Traffic Enforcement	38	45	17	49	40	11
Answering service calls	10	52	38	13	40	47
Investigating Crimes	9	43	48	16	41	43
Public talks/presentations	47	45	9	57	31	12
School, liaison and youth work	47	41	12	54	34	11
Dealing with political leaders	47	37	16	45	35	20
Non-crime related services*	62	30	8	53	38	9

Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

\*Note: The 2007 survey added, 'such as escorts at funerals and public events' to this variable. This may account in whole or part for the increase in responses from 'none/little' to 'moderate' between 1996 and 2007.

Comparing data at the force level, both RCMP and SAs increasingly spend little or no time on court-related duties, in line with overall data. As well, officers from both services indicate a decreasing proportion of time spent doing public talks, school or youth liaison work. This trend is most pronounced among SA officers, where 18% more officers in 2007 indicated that they spend little or no time on public talks when compared to 1996 data; and 17% more indicate they spend little or no time on liaison work. RCMP officers were most likely to indicate that they spent a lot of time on paperwork, both in 1996 (89%, compared to 74% of SA respondents) and 2007 (93%, compared to 75%). Car patrol work also appears to have decreased as a proportion of overall work, among both groups, especially among RCMP (15% increase in None/Little respondents).



### Doing Police Work – By force type, 2007

How much time do you spend on the following activities?	1996 %			2007 %		
	None/Little	Moderate	A lot	None/Little	Moderate	A lot
<b>RCMP</b>						
Patrolling in cars	25	51	24	39	42	19
Patrolling on foot	76	22	2	84	13	3
Informal minor disputes	13	55	32	12	51	37
Informing citizens re: law, police	23	59	18	23	55	22
Doing paperwork	0	11	89	0	7	93
Court prep/appearance	8	48	43	28	32	40
Traffic Enforcement	37	48	15	56	39	5
Answering service calls	10	56	34	14	46	40
Investigating Crimes	6	27	67	16	47	37
Public talks/presentations	26	59	15	40	43	17
School, liaison and youth work	31	50	19	39	45	16
Dealing with political leaders	45	41	14	33	41	25
Non-crime related services	71	24	5	61	33	6
<b>SAs</b>						
Patrolling in cars	14	44	42	18	26	56
Patrolling on foot	81	16	3	74	25	1
Informal minor disputes	10	63	27	16	40	44
Informing citizens re: law, police	20	60	20	21	55	24
Doing paperwork	2	23	74	10	15	75
Court prep/appearance	12	56	32	28	40	32
Traffic Enforcement	39	43	18	43	40	17
Answering service calls	10	52	38	12	35	53
Investigating Crimes	10	47	43	15	36	49
Public talks/presentations	56	37	7	74	20	6
School, liaison and youth work	53	37	10	70	23	7
Dealing with political leaders	52	32	16	55	30	15
Non-crime related services	64	29	7	46	43	11

Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

The new categories on the 2007 survey tool were: Developing and Using Informants; Working with Other Agencies (e.g., social services), and; Gathering criminal intelligence. Approximately two-thirds of both RCMP and SA respondents indicated that they spend little or no time developing informants, and about three-fifths of both groups indicated that they spent some or a

lot of time gathering intelligence. About 10% more SA respondents than RCMP respondents indicated that they spent some or a lot of time working with other agencies (89% versus 79%).

#### **4.2.2 The 2007 data set**

The preceding table presents the overall sample frequencies for each of the 19 policing activities, comparing the 1996 and 2007 data sets. Turning to the 2007 results, the emphasis in analyses was on comparison but it should be noted that the officers especially highlighted the amount of paperwork they must carry out - more than 80% of the officers reported having to spend “a lot of time” each month doing “paperwork”. The frequencies were examined to determine the variation if any that occurred by gender, police service, aboriginal identity and age. In carrying out these comparisons, the focus was limited to the percentage reporting that they spent “a lot of time” over an average month engaged in the specific activity.

For the most part, there was little difference between male and female officers in terms of the standard activities such as patrolling by car, doing traffic enforcement, investigating crimes and so forth. There was, however, a consistent difference in female officers spending more time engaged in administrative and special programs; for example, 22% of the female officers, compared to 9% of the males, reported spending a lot of time on average months doing school liaison and youth work. For providing non-crime related services (e.g., transportation for residents) the percentages were 14% for females and 8% for males, and for court preparation work it was 50% females reporting a lot of time spent compared to 33% for males. There were no activities where male officers reported spending “a lot of time” at a percentage significantly greater than the females did.<sup>25</sup>

In terms of Aboriginal identity, there were no significant differences on any of the 19 items between Aboriginal and non-Aboriginal police officers within or between the police services.

There were many significant differences by age of the officers and by police service affiliation (RCMP or SA). RCMP officers were much more likely to report spending “a lot” of time on average months doing paperwork (93% to 74%), speaking at public meetings or making presentations (17% to 6%), and carrying out school liaison and youth programs (16% to 6%). Clearly such differences point to the more formal bureaucratic imperatives of a large organization with a long history of taking public relations and youth liaisons seriously. The SA officers, on the other hand, were more likely to report spending a lot of time each month patrolling in the cars (55% to 19% for RCMP officers), answering calls for service (52% to 40%), and gathering local information about crime (20% to 8%), an emphasis on responding to demand rather than shaping demand. Such a difference appears related to the scale and resources of the micro-level police detachments that make up SA policing.

Age, predictably, was a major factor in accounting for different time-budgets among the responding officers. Officers under 30 years of age were more likely than officers over 40 years of age to report spending a lot of time on patrol (46% to 29%), answering calls for service (58% to 36%), investigating crimes (57% to 27%), traffic enforcement (24% to 3%), and in court

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<sup>25</sup> The survey did not pursue the question of why these apparent divisions of labour characteristics exist, and whether there are systemic factors at play. This would be an interesting area for further study.

preparation and appearances (46% to 28%). The older officers, over 40 years of age, were more likely than those under 30 years of age to spend a lot of time each month dealing with local leaders (32% to 7%), making local presentations about policing policy and programs (22% to 1%), doing school liaison and youth work (17% to 3%) and working with other local agencies (40% to 25%). In other words, and predictably, the younger officers were basically doing reactive, 911 policing while the older officers were much more engaged in planning, publicizing / explaining and dealing with policing-related social issues.

It was noted above that the RCMP and SA officers do differ somewhat in terms of the time spent on diverse policing activities. To examine more deeply the time allocation analysis, a special index was created from four items in question 37 where the items were thought to reflect a community policing style in theory if not in practice. The items were the time spent dealing informally (i.e., not charging) with minor disputes, dealing with local political leaders and elected officials, providing non-crime-related community services, and working with other local agencies. There was indeed a significant difference – see the following table – by police service; in comparison with the RCMP officers, members of the SA police services were more likely (49% to 36%) to have high community policing style scores. Officers policing where they were reared, and those living in communities where they were policing, were modestly more likely to have high community policing style scores. As for the other objective variables, there were no linkages to community policing style by gender, age, rank, and Aboriginal background. By marital status, married officers were more likely than single officers to have high community policing style scores.

Two attitudinal or subjective variables were related to community policing style:

- whether officers believe that Aboriginal policing is different than policing in other similar-sized non-Aboriginal communities (53% compared to 38% among those who do not believe that policing is different); and,
- whether officers believe that the key to culturally appropriate policing – see the following table – is having an Aboriginal background (50% to 35%).

#### **Use of a Community Policing Style by Service Type and Opinions about the Need for an Aboriginal Background**

<b>Officer Characteristics</b>	<b>Use of a Community Policing Style</b>	
	<b>Low</b>	<b>High</b>
<b>Service Type</b>		
RCMP (n=147)	63.9%	36.1%
Other (n=151)	51.0%	49.0%
Total (n=298)	57.4%	42.6%
<b>Opinion that being Aboriginal is the key to culturally-appropriate policing</b>		
Low (n=159)	64.8%	35.2%
High (n=131)	49.6%	50.4%
Total (n=290)	57.9%	42.2%

There was also a significant relationship between having high scores for negative views of the police role (i.e., getting caught up in local politics and being difficult to lead a normal life) and having a community policing style: i.e., 50% of officers with high negative views of the police role had a community policing style compared to 36% of those with low scores for negative views.

Overall, then, it appears that the basic set of activities – patrolling, investigation, answering calls for service and doing the required paperwork – consumed the lion’s share of officers’ time in both 1996 and 2007, in both RCMP and SAs. But there were possible significant changes, in particular more time allocated to some of the basic tasks (especially paperwork) and more time spent on informally dealing with minor disputes. These may well have to do with the expansion of police cautions and restorative justice initiatives. In any event, the trade-offs appear to have been possibly less visibility/presence for RCMP officers and a significant reduction in crime prevention and public information activities on the part of resourced-stretched SA members. The variations in time spent on specific activities in 2007 were largely associated with the age and gender of the police officers and whether the officers were RCMP or SA members. A special index to capture the theoretical character of the self administered policing style was created and it was indeed found that officers with the highest scores on the index were most often officers outside the RCMP, those policing where they were reared and /or currently live, and those who held that being Aboriginal is the key to culturally appropriate policing in the Aboriginal context.

### **4.3 Perceptions of the police role**

This section deals with officers’ views of the role of the police in today’s society, in particular in the context of Aboriginal communities

#### **4.3.1 1996 and 2007 comparison**

The data suggest that attitudes towards the role of police in society have remained relatively stable over the past decade. While some shifts have occurred – for example, 13% fewer respondents in 2007 believe that making an arrest is not an optimal solution – there is striking similarity between distributions in the overall data sets. The major difference appears to be a modest decline in the absolute percentage of officers who strongly agree that “spending time talking to ordinary citizens is good police work” and that “police should be involved in all community problems” or the modest increase in officers agreeing that “too much police work is wasted on dealing with less important problems of citizens”. It is not clear whether this modest change reflects a focus more on basic policing than a community-oriented style in communities where resources have been stretched because of serious problems and great public expectations, but in their written concluding comments a number of officers suggested such a viewpoint.

## Envisaging Police Work – Overall Data, 1996 & 2007

	1996				2007			
	Strongly Agree	Agree	Dis-agree	Strongly Disagree	Strongly Agree	Agree	Dis-agree	Strongly Disagree
<b>Overall</b>								
Restrict activities to law enforcement and fighting crime	7	19	43	31	8	22	52	18
Making an arrest is not the best way to solve a problem	25	60	13	3	14	60	22	4
Spending time talking to citizens is good police work	74	25	1	1	53	45	1	1
Highest priority for police is what disturbs the community the most	24	58	17	1	23	55	20	2
Maintaining peace is as important as catching criminals	41	57	3	0	38	58	3	1
Police should be involved in all community problems	38	46	14	2	24	48	23	4
Enforcing the law is most important	11	45	41	3	11	46	40	3
Measure efficiency by detection and arrest rates	2	14	60	24	1	13	70	16
Too much police time is wasted on petty problems	6	26	56	12	10	30	49	11

Source: *First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007*

Comparing views of the RCMP and SA respondents, the data show (see table below) similar stability in attitudes, and reflect well the major overall trend noted above. There were some notable fluctuations between the RCMP data sets. RCMP respondents accounted for most of the shift towards favouring arrest as a problem-solving technique; while 87% of 1996 RCMP respondents did not believe arrest was the best way to solve a problem, in 2007 this figure dropped to 66% of respondents. RCMP respondents in 2007 also disagreed at a much higher rate with the statement that ‘Police should be involved in all community problems,’ rising from 16% (disagree or strongly disagree) in 1996 to 33% in 2007. SA respondents showed only one shift of this magnitude, namely a significant decrease in the percentage strongly agreeing that “spending time talking to citizens is good police work” (73% to 53%).

## Envisaging Police Work – Data by service type, 1996 & 2007

Role	1996 %			2007 %				
	Strongly Agree	Agree	Dis-agree	Strongly Disagree	Strongly Agree	Agree	Dis-agree	Strongly Disagree
<b>RCMP</b>								
Restrict activities to law enforcement and fighting crime	5	23	40	32	9	19	48	24
Making an arrest is not the best way to solve a problem	23	64	11	2	11	55	29	5
Spending time talking to citizens is good police work	73	26	0	1	54	43	1	2
Highest priority for police is what disturbs the community the most	29	57	14	0	16	57	24	3
Maintaining peace is as important as catching criminals	39	58	2	1	31	64	3	2
Police should be involved in all community problems	29	45	14	2	21	46	27	6
Enforcing the law is most important	7	45	45	3	10	48	39	3
Measure efficiency by detection and arrest rates	2	9	59	30	1	10	66	23
Too much police time is wasted on petty problems	9	32	55	4	12	29	47	12
<b>SA</b>								
Restrict activities to law enforcement and fighting crime	8	17	45	30	7	24	57	12
Making an arrest is not the best way to solve a problem	24	59	13	4	16	64	17	3
Spending time talking to citizens is good police work	73	25	0	1	53	47	0	0
Highest priority for police is what disturbs the community the most	20	60	19	1	29	53	17	1
Maintaining peace is as important as catching criminals	39	58	3	0	44	53	3	1
Police should be involved in all community problems	33	48	17	2	27	51	19	3
Enforcing the law is most important	11	46	39	4	13	44	40	3
Measure efficiency by detection and arrest rates	3	15	62	20	1	16	73	10
Too much police time is wasted on petty problems	3	23	58	16	8	30	51	11

Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

### 4.3.2 Policing styles

In order to explore the 2007 data on policing styles more fully, questions 38 and 39, with 9 and 11 items respectively, were sorted for policing styles or preferred policing approaches among the respondents. Three styles were identified through content and factor analyses of the individual items:

- **enforcement style** - a 4-item index reflecting views that police should restrict their activities to law enforcement and fighting crime;
- **social development style** – a 3-item index reflecting views that, to be effective, police should be involved in all community problems not just crime-related problems; and,
- **community policing style** - a 6-item index reflecting community engagement (e.g., “I work a lot with community agencies and services”).

Looking first at the social development style, the most significant correlate was police service affiliation. As shown in the following table, SA officers were much more likely than RCMP members to report that a social development style is their preferred strategy of policing in general (68% to 41%). Officers raised in an Aboriginal community also were more likely to prefer a social development style than other officers (57% to 44%). There was also a significant difference within the RCMP between Aboriginal and non-Aboriginal officers; the former were more likely to express preference for a social development approach (49% to 30%). Age was also a salient factor, with older officers more likely to prefer a social development style of policing. There were no other significant variations with the index scores on this policing style by objective factors such as gender, aboriginal versus non-aboriginal identity, number of postings, rank level, educational attainment and marital status.

#### Preference for a Social Development Style of Policing by Service Type, Aboriginal Heritage, and Age of the Officer

Officer Characteristics	Use of a Social Development Policing Style	
	Low	High
<b>Service Type</b>		
RCMP (n=147)	58.5%	41.5%
SA (n=131)	32.1%	67.9%
Total (n=278)	46.0%	54.0%
<b>Were you raised by an Aboriginal family?</b>		
Yes (n=164)	43.3%	56.7%
No (n=115)	56.5%	43.5%
Total (n=279)	48.7%	51.3%
<b>Officer Age</b>		
30 and under (n=67)	55.2%	44.8%
31 to 40 (n=125)	49.6%	50.4%
Over 40 (n=100)	40.0%	60.0%
Total (n=292)	47.6%	52.4%

Officer preference for a community policing style also varied by police service, but here the RCMP officers were more likely than their SA counterparts to emphasize that preference (33% to 20%). Age and marital status were also significant: officers over 40 years of age were especially more likely than those 30 and under to have high scores (40% to 15%); and single officers more than married officers (34% to 24%). As with officer preference for a social development style of policing, other objective variables – gender, aboriginal / non-aboriginal identity, rank, number of postings, and educational attainment – were not linked to variations in scores for having a community policing approach.

**Preference for a Community Policing Style  
by Service Type and Age of the Officer**

Officer Characteristics	Use of a Community Policing Style	
	Low	High
<b>Service Type</b>		
RCMP (n=144)	67.4%	32.6%
SA (n=128)	80.5%	19.5%
Total (n=272)	73.5%	26.5%
<b>Officer Age</b>		
30 and under (n=66)	84.8%	15.2%
31 to 40 (n=120)	77.5%	22.5%
Over 40 (n=98)	60.2%	39.8%
Total (n=284)	73.2%	26.8%

The third style to policing is an enforcement style. A number of objective variables were linked to variations in the preference for an enforcement style. The officers most likely to emphasize the enforcement style were males (44% compared to 26% of females), younger officers (54% of those under 30 years compared to 27% of those over 40), non-Aboriginal officers (50% compared to 38% of the Aboriginal officers), those with fewer postings (i.e., the more postings for the officer, the less preference for the enforcement style), and constables more than higher ranked officers. Other objective factors such as marital status, educational attainment, police service affiliation and various measures of aboriginal rootedness were not significantly linked to a preference for an enforcement style of policing.



**Preference for an Enforcement Style of Policing by Officer Rank, Number of Postings, Gender, and Age**

<b>Officer Characteristics</b>	<b>Use of an Enforcement Policing Style - High and Low Scores</b>	
	<b>Low</b>	<b>High</b>
<b>Rank / Level</b>		
Constable (n=157)	54.1%	45.9%
Other (n=62)	64.5%	35.5%
Management (n=46)	67.4%	32.6%
Total (n=265)	58.9%	41.1%
<b>Number of Postings</b>		
1 (n=106)	47.2%	52.8%
2-3 (n=102)	59.8%	40.2%
4 (n=91)	70.3%	29.7%
Total (n=299)	58.5%	41.5%
<b>Officer Age</b>		
30 and under (n=68)	45.6%	54.4%
31 to 40 (n=123)	56.1%	43.9%
Over 40 (n=102)	72.5%	27.5%
Total (n=293)	59.4%	40.6%
<b>Gender</b>		
Men (n=246)	56.1%	43.9%
Women (n=50)	74.0%	26.0%
Total (n=296)	59.1%	40.9%

Overall, the preferred policing styles fit well with expected findings. Few would be surprised that the young, male, non-Aboriginal officers in their first posting would reflect a strong enforcement perspective congruent with their training, heightened sense of formal responsibilities and pressure to produce arrests as a measure of competence. The high preference for a social development approach among SA officers, those raised in Aboriginal communities, and older officers can readily be appreciated given the socio-economic and development issues that may well be so deeply experienced by these officers. The formal organizational commitment to community policing by the RCMP may well account for the RCMP officers having higher scores on this style of policing.

**4.3.3 Policing styles in aboriginal communities**

Both the 1996 and 2007 surveys asked officers about their current approach to policing in the Aboriginal communities where they were posted. Overall, as with other opinion variable sets, the response rates remain relatively stable over the two time periods. The largest fluctuation between the 1996 and 2007 data was in the number of respondents agreeing with the statement that “being physically or verbally aggressive helps in law enforcement”. Responses decreased from 23% of respondents in 1996 agreeing or strongly agreeing to 11% doing so in 2007. Smaller but notable decreases were experienced in those agreeing with the statements “I try to police in ways that minimize the need for backup assistance” (83% in 1996 to 74% in 2007), “I think it is important

for police officers to stick together and not discuss police problems with outsiders” (65% to 56%), and “My style of policing Aboriginal communities is different from the approach used in non-Aboriginal communities” (71% to 62%). However, again, continuity of response patterns was the main overall trend.

### Officers’ approach to policing in Aboriginal communities – Overall data, 1996 & 2007

Statement re: your policing style	1996 %				2007 %			
	Strongly Agree	Agree	Dis-agree	Strongly Disagree	Strongly Agree	Agree	Dis-agree	Strongly Disagree
<i>Overall</i>								
Spend a lot of time getting to know people in the community	19	70	10	1	25	61	13	1
Prefer to use methods other than arrest for community problems	17	64	17	2	15	64	19	2
Physically/verbally aggressive is helpful	6	17	49	27	1	10	62	27
Style minimizes need for backup	21	62	14	3	15	59	23	3
Get assistance from community	13	61	23	3	11	58	24	7
Work with community agencies	15	70	13	2	17	68	14	1
Give breaks for minor crimes	10	65	22	3	11	62	25	2
Important for police to stick together	30	35	29	6	17	39	38	6
Detain without charge useful	8	30	45	17	5	31	45	19
My policing style is different from non-Aboriginal communities.	29	42	22	7	21	41	30	8

Source: First Nations Police Officers Survey 1996, Nat’l Survey of Officers Policing in Aboriginal Communities in Canada 2007

Exploring differences over time by police service (see the following table); it was found that there was very strong continuity in the 1996 and 2007 responses for members of both police services. The RCMP officers in 2007 were more likely than the RCMP officers in 1996 to disagree that their style of policing Aboriginal communities was any different than policing in comparable non-Aboriginal communities (46% in 2007 and 31% in 1996), a result consistent with the fact that non-Aboriginal officers made up a larger proportion of the RCMP respondents in 2007. There was no sharp difference in the 1996 and 2007 responses of officers in the SAs.

- SA respondents were more likely than RCMP respondents to believe that police should stick together, both in 1996 and 2007. This is most pronounced in the 2007 data, where 64% of SA respondents agreed with this statement, while only 48% of RCMP participants responded similarly. The emphasis on police solidarity may reflect the great challenges to the SAs made by local leaders and interest groups.
- Also interesting is the drop in RCMP officers who support physically and verbally aggressive policing, from 24% agreeing in 1996 to 9% in 2007. A less pronounced shift, from 21% to 13%, occurred among SA respondents.
- SA respondents were least likely to claim that they gave breaks for minor crimes in 2007, agreeing at a rate of 66% compared to 81% for the RCMP. This is a widening of a gap found in 1996, when 70% of SA respondents agreed with this statement, compared to

79% of RCMP officers. This is surprising, if one assumes that self-administered police services would be less punitive and discretionary-oriented services.

- It is worth noting that, among 2007 respondents, Quebec SA officers (55% agree/strongly agree) were less likely than Ontario SA officers (67%) or Other SA officers (73%), and the least likely among all surveyed groups to report that they “give breaks for minor crimes”.

**Officers’ approach to policing in Aboriginal communities  
– Data by service type, 1996 & 2007**

Role	1996 %			2007 %				
	Strongly Agree	Agree	Dis-agree	Strongly Disagree	Strongly Agree	Agree	Dis-agree	Strongly Disagree
<b>RCMP</b>								
Spend a lot of time getting to know people in the community	25	67	6	2	32	57	11	0
Prefer to use methods other than arrest for community problems	16	69	14	1	21	60	18	2
Physically/verbally aggressive is helpful in law enforcement	6	18	46	30	1	8	59	32
Style minimizes need for backup	25	68	5	2	14	60	23	3
Get assistance from community	18	66	15	1	15	58	19	8
Work with community agencies	16	72	11	1	22	65	12	1
Give breaks for minor crimes	11	68	20	1	12	69	18	1
Important for police to stick together/not discuss problems	22	36	35	7	12	34	46	7
Detain without charge useful	3	32	46	18	8	33	42	17
My policing style is different from non-Aboriginal communities.	27	42	24	7	19	35	35	11
<b>SA</b>								
Spend a lot of time getting to know people in the community	15	72	12	1	19	65	14	2
Prefer to use methods other than arrest for community problems	15	62	21	2	9	68	21	2
Physically/verbally aggressive is helpful	5	16	51	27	1	12	66	22
Style minimizes need for backup	18	60	19	3	17	58	22	3
Get assistance from community	11	60	25	4	6	59	28	7
Work with community agencies	15	68	15	2	12	71	16	1
Give breaks for minor crimes	7	63	25	5	10	56	32	3
Important for police to stick together	29	37	28	6	21	43	29	6
Detain without charge useful	7	26	49	18	3	30	47	20
My policing style is different from non-Aboriginal communities.	31	42	21	6	22	48	25	5

Source: First Nations Police Officers Survey 1996, Nat’l Survey of Officers Policing in Aboriginal Communities in Canada 2007

The 2007 survey also included the variable, ‘I work a lot with Other Police Services.’ SA respondents as expected were much more likely (82%) to agree with this statement than RCMP respondents (42%).

#### 4.3.4 Ensuring culturally appropriate policing in Aboriginal communities

In the survey, officers were asked their views about what is important to ensure culturally appropriate policing in Aboriginal communities. The following table indicates that having the police undertake Aboriginal awareness training, learning the Aboriginal culture and being more visible or involved in the community are all deemed to be very important or somewhat important (i.e., over 90% of the respondents held this view). The differences between RCMP officers and those of SAs centered on whether or not an Aboriginal police chief and Aboriginal officers were important; the respondents from SAs were much more likely to affirm that view (i.e., by an absolute percentage difference of at least 20%).

#### Important way to ensure culturally-appropriate Aboriginal Policing – Data by service type, 2007

Characteristic (% responding very or somewhat important)	Overall %	RCMP %	SA %	Difference (RCMP%- OPS %)
Aboriginal Police Officers	77	71	84	-13
Police officers w/ aboriginal awareness training	92	92	92	-1
Police officers who live in the community	64	74	54	20
An aboriginal police chief	42	28	56	-28
Learning the aboriginal culture	92	96	88	8
Being more visible or involved in the community	94	93	95	-2
Speaking or understanding the language	61	58	63	-5
Being well-trained and acting professionally	99	100	99	1
Understanding aboriginal justice methods	88	91	84	7

*Source: Nat'l Survey of Officers Policing in Aboriginal Communities*

To explore this further, the responses to the nine items of Q. 42 considered were factor analysed and two dimensions were identified. One dimension, given the acronym “realab”, advances the position that being deeply rooted in Aboriginal identity and cultural life are crucial prerequisites to culturally appropriate policing. The other dimension, called “profab”, considers that sensitivity training and policing strategies (e.g., visibility) along with acting professionally are crucial factors.

Respondents were also asked their views on how different Aboriginal policing is from policing elsewhere. These views are examined in this section with an index given the acronym “abpdif”.

**Deep rootedness in Aboriginal identity and cultural life (“realab”)** – High scores on this index varied by police service, with SA officers more likely than RCMP officers (55% to 38%) to believe that Aboriginal officers, an Aboriginal police chief, speaking the language, and living in the community were very important to ensure culturally appropriate policing. Within the RCMP, Aboriginal officers were more likely than non-Aboriginal officers to emphasize “realab” prerequisites (48% to 27%). Rank is also a significant factor, as constables were less likely than management to stress the “realab” (62% to 38%).

**Opinions about the Importance of Aboriginal Identity and Cultural Roots (“realab”) to Culturally Appropriate Policing – by Officer Characteristics**

Officer Characteristics	“realab” – High and Low Scores	
	Low	High
<b>Service Type</b>		
RCMP (n=149)	61.6%	38.3%
SA (n=130)	45.4%	54.6%
Total (n=279)	54.1%	45.9%
<b>Rank / Level</b>		
Constable (n=157)	61.1%	38.9%
Other (n=64)	50.0%	50.0%
Management (n=45)	37.8%	62.2%
Total (n=266)	54.5%	45.5%

Other officer characteristics related to opinions about the importance of Aboriginal identity and cultural roots to culturally appropriate policing include the following:

- older officers (over 40 years of age) are almost twice as likely as younger officers (under 30 years of age) to have high “realab” scores (64% to 37%); and,
- high school graduates were more likely than university-educated officers to hold these opinions (58% to 40%).
- Gender, marital status, the number of postings, and other objective variables were not linked to differences in “realab” scores.

The importance of Aboriginal identity and cultural roots to culturally appropriate policing (“realab”) was also emphasized by officers raised in Aboriginal families (57% to 31%), by those with the deepest Aboriginal ties (67% to 31%), and among Aboriginal (i.e., registered North American Indian) compared to non-Aboriginal officers (60% to 27%).

A regression analysis found that among the variables identified as having an impact, three were most important, namely age of the officer, rank of the officer and whether or not he/she had an Aboriginal background ( $r^2 = .18$ ,  $p < .000$ ).

**Opinions about the Importance of Aboriginal Identity and Cultural Roots (“realab”) to Culturally Appropriate Policing – by Aboriginal Status and Characteristics**

<b>Aboriginal Status and Characteristics</b>	<b>“realab” – High and Low Scores</b>	
	<b>Low</b>	<b>High</b>
<b>Were you raised by an Aboriginal family?</b>		
Yes (n=164)	43.3%	56.7%
No (n=115)	68.7%	31.3%
Total (n=279)	53.8%	46.2%
<b>Aboriginal Status</b>		
Status (Registered) North American Indian (n=162)	61.1%	38.9%
Non-Aboriginal (n=92)	50.0%	50.0%
Management (n=45)	37.8%	62.2%
Total (n=266)	54.5%	45.5%
<b>Aboriginal Background (count from 0 to 3)</b>		
0 (n=114)	69.3%	30.7%
1 (n=63)	60.3%	39.7%
2 (n=23)	47.8%	52.2%
3 (n=92)	32.6%	67.4%
Total (n=292)	54.1%	45.9%

**Training and professionalism** – The “profab” index measured the opinions of officers that sensitivity training and policing strategies (e.g., visibility), along with acting professionally, are crucial factors for ensuring culturally appropriate policing. Police service affiliation was an important factor in accounting for variation in “profab” scores (see the following table). More RCMP officers (a large number of whom were non-Aboriginal) held that these training and attitudinal / behavioural adjustments were very important (52% to 37%). There was no significant variation between Aboriginal and non-Aboriginal officers’ scores either in general or within the RCMP grouping, so the variation by police service represents an organizational difference and not just the fact that there are fewer Aboriginal officers in the RCMP grouping.

### Opinions about the Importance of Training and Professionalism (“profab”) to Culturally Appropriate Policing – by Service Type

Service Type	“profab” – High and Low Scores	
	Low	High
RCMP (n=146)	47.9%	52.1%
SA (n=130)	63.1%	36.9%
Total (n=276)	55.1%	44.9%

Some other officer characteristics related to scores on the “profab” index are as follows.

- The number of postings experienced was significant: officers with two or more postings were more likely to report high “profab” scores than those with just one posting to date (56% to 43%).
- Older officers (over 40 years of age) were more likely than the youngest officers (those 30 years of age and under) to have high “profab” scores (59% to 38%).
- Rank variation was also linked to “profab” scores: 54% of managers and others had high scores compared to 38% of the constables.

These age and rank patterns suggest that veteran and management officers appreciated the need for sensitivity training and policing strategies and professionalism as much as they valued the Aboriginal identity factors in shaping a culturally appropriate policing in today’s Aboriginal communities.

Variations by gender, marital status, and the various measures of Aboriginal identity and rootedness were not linked to variations in the “profab” index scores.

A regression analysis found that, among the few variables identified in this analysis as having a significant relationship to “profab”, only police service affiliation remained significant when all variables were simultaneously included ( $r^2 = .08$ ,  $p < .001$ ).

#### 4.3.5 Is Aboriginal policing different?

The 2007 survey also included variables gauging officers’ characterizations of Aboriginal policing. The table below summarizes respondents’ agreement / disagreement with a series of statements about Aboriginal policing. Overall there was a high level of consensus. Over 80% of the RCMP and SA officers agreed that Aboriginal policing entails “a different relationship between the police and the community”. At the same time, at least two-thirds of the officers in both types of police services considered that “Aboriginal policing is regular policing but more of it” and that “It is primarily community-based policing”. The chief difference was that officers with the SAs were especially likely to say that “it is too early to grasp its [Aboriginal policing] unique features” (39% to 14% among the RCMP). The same high percentage – 82% - of both RCMP and SAs officers agreed that in Aboriginal policing there is a different relationship between police and community.

### Characteristics of Aboriginal Policing – Data by service type, 2007

Characterization of Aboriginal Policing	Overall 'Yes' %	RCMP 'Yes' %	SA 'Yes' %	Difference (RCMP%- OPS %)
It is primarily community-based policing	71	75	66	9
Different relationship b/w police & community	82	82	82	0
It is regular policing, but more of it	69	69	68	1
Different objectives than regular policing	63	63	63	0
It operates on different principles	61	57	64	-7
It is too early to grasp its unique features	27	14	39	-25

Source: Nat'l Survey of Officers Policing in Aboriginal Communities

Officers were asked their views on whether Aboriginal policing differs from other policing on six particular items, relating to different underlying principles and different relationships with the community, and different policing objectives. Variations in scores on this “abpdif” index were limited, with only two statistically significant relationships between officer characteristics and scores for “abpdif”: i.e., officer age and Aboriginal status.

- Older officers were more likely to emphasize that Aboriginal policing is different (51% of officers over 40 compared to 30% of those aged 30 and under).
- Officers reporting a North American Indian identity were more likely than non-Aboriginals to emphasize that Aboriginal policing is different (44% to 34%).

### Opinions about the Extent of Differences between Aboriginal Policing and Other Policing – by Officer Age

Officer Age	Differences in Aboriginal Policing	
	Low	High
30 and under (n=67)	70.1%	29.9%
31 to 40 (n=123)	62.6%	37.4%
Over 40 (n=99)	50.5%	49.5%
Total (n=289)	60.2%	39.8%

As might be expected, officers scoring high on the need for an aboriginal background to carry out culturally appropriate policing (i.e. having high “realab” index scores) also had higher scores for the view that aboriginal policing is different from other policing (see the following table). Surprisingly, though, so did those officers with high scores for “profab”, the view that culturally appropriate aboriginal policing can be learned.



## Opinions about the Extent of Differences between Aboriginal Policing and Other Policing – by Aboriginal Identity and Cultural Roots (“realab”)

“realab”- High Low Scores	Differences in Aboriginal Policing	
	Low	High
Low (n=157)	66.9%	33.1%
High (n=132)	50.8%	49.2%
Total (n=289)	59.5%	40.5%

There were significant differences for some of the six specific questions comprising the abpdif index by police service affiliation and by whether or not the respondent was Aboriginal.

- SA officers were more likely than RCMP officers to agree that “Aboriginal policing operates on different principles” (69% to 57%).
- SA officers also were more likely than RCMP officers to agree that “It’s too early to grasp its unique features” (40% to 14%).
- Respondents identifying themselves as Aboriginal were more likely than non-Aboriginal officers to agree that it is too early – some SA police services have been in place for only a decade and none were constituted as such prior to 1989 – to appreciate its unique features (31% to 17%).

In summary, while few variables were linked to variations in “abpdif” scores, there was some sense among SA and Aboriginal officers that unique features in Aboriginal policing could emerge or could be enhanced in time.

### 4.3.6 Policing views and experiences

In this section, there is an examination of the respondents’ positive and negative views of the police role, each measured by an index of items derived from question 17, and of the officers’ assessments of how their policing experience thus far has met or exceeded their hopes and expectations about being a police officer, or, conversely, has not lived up to them.

With respect to positive views of the police role in society (e.g., it is exciting, challenging, a good way to help people etc), SA officers were more likely than RCMP officers to have high positive views (49% to 29%) on an index called “posviews” (see the following table). Males also were more likely than female officers to have high scores on the “posviews” index (40% to 26%). There were no differences by age, marital status, educational attainment, rank, number of postings, Aboriginal identity or the various other measures of Aboriginal rootedness.

### Positive Opinions about the Police Role in Society – by Service Type

Service Type	Positive Views Index (“posviews”)	
	Low	High
RCMP (n=146)	70.9%	29.1%
SA (n=130)	51.1%	48.9%
Total (n=276)	61.5%	38.5%

There were more objective variables linked to negative views of the police role (e.g., police work makes it difficult to lead a normal life) summarized in an index called “negviews”. Like the “posviews” index, police service affiliation was most important and again, as shown in the following table, SA officers had higher scores than RCMP officers (52% to 37%). The fact that the SA officers had significantly higher scores for both the positive and negative aspects of policing may indicate that living in the community one polices enhances or spikes both the best and the worse aspects of the job.

Other correlates of high “negviews” scores were the number of postings (a proxy for experience to some extent) and marital status. Single persons expressed more negative views than married officers (60% to 44%). Officers with fewer postings (see the following table) were more likely than others to have negative views about the police role. Gender, age, rank, Aboriginal identity or rootedness were not related to the level of negative views.<sup>26</sup>

### Negative Opinions about the Police Role in Society – by Service Type

Service Type	Negative Views Index (“negviews”)	
	Low	High
RCMP (n=152)	63.2%	36.8%
SA (n=140)	47.9%	52.1%
Total (n=292)	55.8%	44.2%
<b>Number of Postings</b>		
1 (n=112)	47.3%	52.7%
2-3 (n=104)	51.0%	49.0%
4 (n=96)	63.5%	36.5%
Total (n=312)	53.5%	46.5%

Officers were asked about their experience in policing thus far and whether it has exceeded, met, or been below their expectations. The main factor, by far, in meeting or exceeding expectations was reported to be intrinsic considerations such the amount of learning obtained or the degree of success in solving crimes; fully 57% of the 231 officers answering the question highlighted those

<sup>26</sup> Further research will be required to explain the factors that appear to influence positive and negative views about the role of the police.

factors. Roughly 15% of the officers emphasized extrinsic factors such as pay and/or working conditions and 7% pointed to their being a role model.

There were three reported factors causing the expectations of officers not to be met, with each being noted by about 15% of the respondents: police service policies, the “politics”, and intrinsic features such as the job is boring or “I accomplish little”.

#### **4.4 Officers’ views on challenges in Aboriginal communities**

Officers were asked a number of questions about the challenges of policing in Aboriginal communities. Question 24 asked the officers how serious they considered each of 19 possible problems at the community level. The questions used 4-point scales for responses, with categories of very serious, somewhat serious, not too serious, not at all serious (as well as don’t know). Factor analyses isolated four major dimensions: 1) crime problems; 2) geo-demographic problems; 3) social problems; and, 4) police service problems. Scores for each dimension were divided into low and high values for further analysis.

Continuing with the theme of safety, question 25 asked the officers to rate six aspects of the safety of residents being policed from the officers’ own perspective. Question 26 then asked officers to rate the same six aspects of community safety as they understood the perceptions of people living in the community. Question 27 asked officers to provide an overall rating of “the relationship between most people in your community and the police” (using a 4-point scale with categories of excellent, good, fair or poor).

Question 49 asked officers about 27 work-related problems ranging from “language and communication difficulties” to “inadequate police facilities”. Three responses were possible for each question: no problem, somewhat of a problem, and big problem. A problem index also was created based on the officers’ ratings of their work problems and the variation in index scores were analysed by both objective and attitudinal variables. In the 1996 survey, 12 items comparable to those in question 49 were asked. The following is a comparison of the 1996 and 2007 response patterns.

##### **4.4.1 Work problems: comparison to 1996**

Overall, in both 1996 and 2007, dealing with mostly unsolvable social problems was most likely to be considered a problem in officers’ work: 80% of officers in 1996 and 86% in 2007 indicated that this was either somewhat of a problem or a big problem. Conversely, isolation from other police officers was considered a problem by 39% of officers in 1996 and 43% in 2007, and was thus consistently the least likely issue to be a concern to officers’ work. These results are presented in the following table.

There was considerable similarity between the responses of officers in 1996 and 2007 on whether or not an item posed a “big problem” to their police work. Of the 12 items only one elicited a significantly different overall response in 2007, namely more officers in 2007 considered that “dealing with mostly unsolvable social problems” was a big problem in their

police work (38% to 25% in 1996). On all other items there were few differences. For example, in both 1996 and 2007, 19% considered “community mistrust of police” to be a big problem, and only 7% to 8%, respectively, held that incorporating Aboriginal culture into their regular policing practices constituted a big problem for them. It can also be noted that two of the top three “big problems” in 1996 were also among the top three in 2007 (i.e., lack of back-up and having to deal with mostly unsolvable social problems). The third problem, “lack of programs and materials to do my job” was identified as a big problem by fewer officers in 2007 (i.e., 17% to 29% in 1996). This decline was entirely the result of fewer SA officers in 2007, indicating that the lack of programs and materials was a bigger problem than it had been reported in 1996; this suggests in turn that the SA police services had improved in terms of providing members with these requisite resources for their policing.

### Extent of Problems in Officers’ Work - Overall data, 1996 & 2007

Problem Category	1996 %			2007 %		
	No Problem	Somewhat	Big Problem	No Problem	Somewhat	Big Problem
<i>Overall</i>						
High levels of community factionalism	25	54	21	33	48	19
Lack of policing programs and materials to do job	32	39	29	35	48	17
Lack of back-up*	37	36	27	31	39	30
Unreasonable expectations from police organization	46	37	17	33	43	24
Community mistrust of police	36	45	19	30	51	19
Dealing with community politicians**	40	42	18	40	46	15
Isolation from other officers	61	29	10	57	32	11
Inappropriate expectations from community	32	55	13	26	55	19
Dealing with unsolvable social problems	20	55	25	14	48	38
Dealing with rules/policies	59	34	7	53	39	8
Incorporating traditional customs into policing	56	37	7	53	39	8
Policing friends/family	46	38	16	63	27	10

Source: First Nations Police Officers Survey 1996, Nat’l Survey of Officers Policing in Aboriginal Communities in Canada 2007

\*Note: This variable was changed from “Inadequate policing – lack of back-up” in 1996 to “Lack of back-up” in 2007.

\*\*Note: This variable was changed from “community politicians” in 1996 to “local political leaders and elected officials” in the 2007 survey.

Comparisons within RCMP and the SAs are interesting (see the following tables). The RCMP officers in 1996 and 2007 provided virtually identical results to the same questions with one exception: more members in 2007 reported that “dealing with mostly unsolvable social problems” in the communities policed was “a big problem for my policing” (45% to 30% in 1996). Among officers with other services, there was more change, though overall much

continuity. Response for these officers also showed an increase in the percentage of officers reporting having to “deal with unsolvable social problems” (31% to 24% in 1996). Also, the officers with SA services in 2007 were more likely than their 1996 counterparts to report inappropriate expectations from the community as a big problem (21% to 12%) and less likely, as noted above, to report lack of programs and materials as a big problem (18% to 28% in 1996).

To summarize, the major change in work problems as perceived by the officers was an increase in the number one problem, namely having to deal with “unsolvable social problems”. For the officers outside the RCMP, a major shift appeared to be from reporting shortfalls in available programs and materials to reporting the combination of “unsolvable social problems” and “inappropriate community expectations of policing”.

### Extent of Problems in Officers’ Work - Data by Force Type, 1996 & 2007

Problem Category	1996 %			2007 %		
	No Problem	Somewhat	Big Problem	No Problem	Somewhat	Big Problem
<b>RCMP</b>						
High levels of community factionalism	30	50	20	32	49	19
Lack of policing programs and materials to do job	50	34	16	37	48	15
Lack of back-up*	32	40	28	29	38	33
Unreasonable expectations from police organization	39	38	23	27	45	28
Community mistrust of police	38	43	19	29	56	15
Dealing with community politicians**	45	43	12	45	43	12
Isolation from other officers	62	30	8	57	34	9
Inappropriate expectations from community	38	47	15	26	56	18
Dealing with unsolvable social problems	23	47	30	10	45	45
Dealing with rules/policies	47	41	12	46	42	12
Incorporating traditional customs into policing	57	35	8	55	35	10
Policing friends/family	58	32	10	77	14	9
<b>SA</b>						
High levels of community factionalism	23	54	23	33	48	19
Lack of policing programs and materials to do job	27	45	28	33	49	18
Lack of back-up*	38	35	27	33	40	27
Unreasonable expectations from police organization	51	35	14	39	42	19
Community mistrust of police	37	46	17	30	46	24
Dealing with community politicians**	39	43	18	34	48	18
Isolation from other officers	61	28	11	57	30	13

### Extent of Problems in Officers' Work - Data by Force Type, 1996 & 2007 (Continued)

Problem Category	1996 %			2007 %		
	No Problem	Somewhat	Big Problem	No Problem	Somewhat	Big Problem
Inappropriate expectations from community	28	59	12	25	53	21
Dealing with unsolvable social problems	19	57	24	17	52	31
Dealing with rules/policies	65	31	4	60	37	3
Incorporating traditional customs into policing	56	38	6	51	43	6
Policing friends/family	44	41	15	48	41	11

Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

### Problems in Officers' work, 2007 new variables – Data by force type, 2007

Problem Category (% responding somewhat or big problem)	Overall %	RCMP %	SA%	Difference (RCMP%-OPS%)
Violence and abuse from community	68	65	71	-6
Racial slurs from community	56	55	56	-1
Racial slurs from other officers	25	22	28	-6
Not enough officers in force	78	79	78	1
Intimidation by local residents	35	25	45	-20
Balancing paperwork and policing	73	83	63	20
Intimidation of family from locals	32	22	42	-20
Inefficient police board	49	40	57	-17
Dealing with police ethics body	26	18	33	-15
Poor access to JPs (holding problems)	46	49	43	6
Inadequate police station building	55	56	55	1
Inadequate equipment/technology	59	64	53	11
Inadequate reporting system	44	45	43	2

Source: Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

#### 4.4.2 Work problems reported in 2007

The eight work problems (of 27 items in question 49) most frequently identified by the officers as “big problems” are as follows (with the percentage selecting that response option in brackets):

1. Not enough officers in my force/detachment (46%);
2. Dealing mostly with unsolvable social problems (38%);
3. Lack of back-up (30%);
4. Balancing paperwork and policing services (30%);
5. An inadequate police building (28%);
6. Inadequate equipment / technology (25%);
7. Unreasonable expectations from my policing organization (24%); and
8. Inappropriate community expectations of policing (20%).

The eight work problems least frequently identified by the officers as big “problems” were:

1. Language and communication difficulties with other officers (1%);
2. Language and communication difficulties with citizens (2%);
3. Racial slurs or put-downs from other police officers (3%);
4. Dealing with police ethics body (3%);
5. Intimidation of officers’ family by local residents (4%);
6. Intimidation by local residents (6%);
7. Dealing with the rules and policies of my police service (8%); and
8. Incorporating Aboriginal traditions, local customs and spirituality into regular policing practices (8%).

Overall, officers identified their central work problems as resources (human and otherwise), the difficult social problems in the communities, and, from their perspective, the unreasonable and inappropriate expectations that they must contend with from the police organization and / or the community. Language and cultural issues (and adapting to these issues), as well as local intimidation, were not considered to be big problems.

Although these assessments generally were consistent among both RCMP and SA police officers, there were a few statistically significant differences by police service. RCMP officers were more likely than their SA counterparts to identify the following as big problems in their police work:

- balancing paperwork and policing services (43% to 15%) – shown in the following table;
- dealing with mostly unsolvable social problems (45% to 32%); and,
- unreasonable expectations from my police service (28% to 18%).

Within the RCMP, there was no significant difference overall between Aboriginal officers and non-Aboriginal officers.

The SA officers were more likely than their RCMP counterparts to identify the following as big problems:

- community mistrust of police (24% to 14%); and,
- An inefficient police board or governing body (21% to 11%).

These latter two considerations reflected a consistent, strong pattern for officers with the SA or SAs to be more likely than RCMP officers to be concerned about their independence and acknowledgement as professionals in the communities. They were also more likely to report as a big problem “dealing with local political leaders”, and twice as likely as RCMP members to identify intimidation of themselves or their family members by local residents as either somewhat a problem or a big problem (43% to 22%).

## Work-related Problems: Balancing Paperwork and Policing Services – by Service Type\*

Service Type	Extent of the Problem (percentage of officers)		
	No problem	Somewhat of a problem	Big problem
RCMP (n=150)	17.3%	40.0%	42.7%
SA (n=128)	37.5%	47.7%	14.8%
Total (n=278)	26.6%	43.5%	29.9%

\* excludes OPP officers

### 4.4.3 More in-depth analysis of work-related problems

An overall index of officer perceptions of work-related problems was computed and the scores were divided into low, medium and high categories. Crosstabular analyses were conducted with both objective and subjective variables.

Looking first at the objective variables, gender was statistically significant; with 42% of male officers reporting a high level of work-related problem scores compared to 20% of the females (see the following table). Other objective variables, including age, rank, marital status, educational attainment, aboriginal identity, reared in the community now policing, and police service affiliation (i.e., RCMP or SA), were not related to the likelihood of reporting low, medium and high work-related problem scores.

The subjective variables most strongly correlated with variations in the work-related problem scores were job dissatisfaction, job stress, organizational dissatisfaction, perception of serious community problems (whether crime, social or policing-related community problems), and having a high enforcement approach to policing. For each of these variables, a high score on the variable was associated with higher scores on the summary index of work-related problems. Two of these relationships are presented in the following table: one dealing with job stress and dealing with an enforcement approach to policing.

Officers with high scores for an enforcement style of policing also were more likely to identify work-related problems compared to officers with lower attachment to an enforcement approach (47% to 32%).



### Work-related Problem Summary Index Score

	Low	Medium	High
<b>Gender</b>			
Male (n=233)	31.8%	26.6%	41.6%
Female (n=50)	38.0%	42.0%	20.0%
<b>Job Stress</b>			
Low (n=128)	45.3%	32.0%	22.7%
High (n=150)	24.0%	27.3%	48.7%
<b>Perceptions of Serious Community Problems</b>			
Low (n=136)	43.4%	28.7%	27.9%
High (n=147)	22.4%	29.9%	47.6%
Total (n=283)	32.9%	29.3%	37.8%

A regression analysis was conducted in which all the variables significantly related to work-related problem index scores were simultaneously entered into an equation. The results showed that the only statistically significant variables were job stress, organizational dissatisfaction, enforcement style and perception of serious community problems. The equation accounted for 23% of the variation in work-related problem scores and was significant at the  $p < .000$  level.

To summarize, officers with high scores for job stress, organizational dissatisfaction, perception of the community having serious problems, and an enforcement style of policing were most likely to have high scores for perception of work problems. It is not suggested that these factors cause the officers to perceive high levels of work problems but rather that they fit together with such perceptions, constituting a particular pattern within the work experience.

#### 4.4.4 Perceived community problems in areas policed

The following two tables provide the basic frequencies for the officers' responses when asked about the seriousness of 19 possible problems in the communities that they police. It can be seen that there was a broad consensus across police services.

### Problems in communities served by respondents – Data by service type, 2007

Problem Category	RCMP		%		O.P.S.		%	
	Very Serious	Somewhat serious	Not too serious	Not serious	Very Serious	Somewhat serious	Not too serious	Not serious
Large patrol area	20	22	28	30	23	19	29	29
Violent crime	36	34	24	6	27	46	21	6
Social disorder	51	29	16	4	34	39	23	4
Feuding families/groups	32	42	21	5	31	35	26	8
Gang activity	18	21	30	31	8	28	38	26
Suicide	24	31	31	14	21	25	34	20
Gambling	13	25	42	20	12	36	36	16
Organized crime	14	16	31	39	12	25	31	32
Poverty/underemployment	51	30	17	2	39	29	31	11
Inadequate housing	34	34	33	10	36	22	26	16
High community expectations	36	40	21	3	38	37	20	5
Difficult to recruit/keep officers	27	32	25	16	36	28	21	15
Inadequate protocols with SAs	3	8	38	51	14	22	34	30
Family violence	55	35	9	1	47	35	14	4
Child welfare problems	52	35	12	1	41	35	17	7
Political interference	18	33	35	14	26	30	33	11
High levels of property crime	34	31	29	6	34	36	24	6
Alcohol or drug problems	78	19	3	0	71	23	5	1
Technological barriers	23	28	28	21	14	22	34	30

Source: Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

### Serious problems in communities served by respondents – Data by force type, 2007

Problem Category (% responding very or somewhat serious)	Overall %	RCMP %	SA %	Difference (RCMP%-OPS%)
Large patrol area	42	42	42	0
Violent crime	72	70	73	-3
Social disorder	76	80	73	7
Feuding families/groups	70	74	65	9
Gang activity	37	39	35	4
Suicide	50	55	46	9
Gambling	43	38	48	-10
Organized crime	33	30	37	-7
Poverty/underemployment	74	80	68	12
Inadequate housing	63	68	58	10
High community expectations	75	76	75	1
Difficult to recruit/keep officers	62	59	64	-5
Inadequate protocols with SAs	25	12	36	-24
Family violence	86	91	82	9
Child welfare problems	82	87	77	10
Political interference	54	51	56	-5
High levels of property crime	68	65	70	-5
Alcohol or drug problems	96	97	94	3
Technological barriers	49	51	36	15

Source: Nat'l Survey of Officers Policing in Aboriginal Communities

Officers were asked to rate the seriousness of 19 possible community problems or issues that could bear on their policing strategies and activities. The following table presents the problems with the most frequent “very serious” responses. The patterns of responses are similar for both officers with the RCMP and officers with SAs.

**Officer Ratings of “Very Serious” Problems in the Aboriginal Communities Served – by Service Type**

Problems in the Aboriginal Communities Served	Service Type	
	RCMP	Other Services
Alcohol and Drug Problems	78%	71%
Family Violence	55%	47%
Child welfare problems	52%	41%
Poverty and Unemployment	51%	39%
Social disorder	51%	34%

The fifth highest ranked community problem for the RCMP members was social disorder (51% compared to 34% for the other officers) while, for the other officers, it was high community expectations for police service.

It is clear that officers across the board identified social problems as generating the most serious community challenges for policing, with RCMP officers in particular expressing that opinion. Given that these officers were far more likely to be non-Aboriginal and to come from and live outside the communities, such a perspective might well be expected. There were no significant differences between RCMP and SA officers in terms of their assessment of crime (e.g., gang activity, levels of violent crime, organized crime, property crime) or of geo-socio-demographic problems (e.g., large geographical areas, inadequate housing).

The following statistics further illustrate the differences in opinions about social problems among officers with different services. There were significant differences by service type on several other social and policing problems. The percentages shown in the following list combine responses of “very serious” and “somewhat serious” for RCMP and SA officers, respectively.

1. Child welfare problems - 87% for RCMP, 77% for Other
2. Poverty and Unemployment - 80%, 68%
3. Inadequate housing - 68%, 58%
4. Suicide - 55%, 46%
5. Technological barriers - 51%, 36%
6. Gambling - 38%, 48%
7. Inadequate protocols with SAs - 12%, 36%

Clearly, RCMP officers were more likely to highlight the social problems while on policing issues the RCMP and SA officers highlighted some different problems: e.g., technological barriers by the RCMP and inadequate protocols by the SA members.

#### 4.4.5 How safe is the community?

Asked to provide their view of how safe or unsafe the residents in their policing area were with respect to six items, the officers indicated that there were indeed some quite serious safety issues, both from their own point of view and from the point of view of officer ratings of community perceptions of safety issues. The following table provides the percentages considering each item as either “somewhat unsafe” or “very unsafe” for each perspective (i.e., the two combined “unsafe” values on the 4-point scales).

##### Officers Ratings of the Safety Problems in the Communities They Serve

Problem / Issue	Unsafe – Combined Ratings of “very unsafe” and “somewhat unsafe”	
	Officers’ Own Ratings	Officers’ Ratings of Community Perceptions
Drug-related crime	64%	72%
Property crime	61%	69%
Assaults	51%	59%
Illegal Use Firearms	43%	46%
Gang activity	33%	41%
Public disorder	22%	33%

It is striking that a majority of officers considered that residents are unsafe from assaults, property crime and drug-related crimes, and that a significant minority held they were also unsafe from gang activity and public disorder more generally. It is also important to see that officers, overall, perceived residents to be even more likely to consider themselves unsafe on every item and especially (in absolute percentage terms) with respect to violent and property crime.

There were differences by police service and by gender in personal views of officers, with RCMP members and females being more likely than their counterparts (i.e., SA members and males) to report problems with safety. There were no such differences, or differences were sharply reduced, for officers’ assessment of the residents’ perspectives. The relatively greater difference in officers’ own views about safety is illustrated in the following table, which presents the ratings of officers and their opinions about residents’ perceptions with respect to the level of safety for assault (including physical and sexual assault). Within the RCMP, there were no significant differences between the Aboriginal officers and non-Aboriginal in their perceptions of community problems and safety.

### Assault: Officer Ratings of the Level of Safety in the Communities They Serve – by Service Type

	Officer Ratings of the Level of Safety			
	Very safe	Somewhat safe	Somewhat unsafe	Very unsafe
<b>Officers' Own Ratings</b>				
RCMP	3.4%	35.1%	30.4%	31.1%
SA	8.7%	46.4%	27.5%	17.4%
Total	5.9%	40.6%	29.0%	24.5%
<b>Officer Ratings of Community Perceptions</b>				
RCMP	3.5%	31.3%	36.8%	28.5%
SA	4.6%	37.4%	38.2%	19.8%
Total	4.0%	34.2%	37.5%	24.4%

In their assessments of the relationship between their police service and most community residents (Question 27), a majority of the officers rated it as “good” (53%) or excellent (8%), with 31% rating it as “fair” 10% as “poor”. There were no differences in these assessments by objective criteria such as police service affiliation and gender. RCMP and SA officers also provided similar patterns of responses.

#### 4.4.6 More in-depth analyses of perceived community problems

In order to carry out more in-depth analyses, three indexes were created to represent **crime problems** (e.g., high levels of violent crime, gang activity, presence of organized crime), **social problems** (e.g., poverty and unemployment, inadequate housing) and **other policing-related problems** (e.g., high community expectations for police service, political interference). In examining the linkages between the three dimensions of perceived community problems – crime, social conditions, other issues for policing – and objective factors such as age, gender and police service affiliation, it was found that only differences in age produced significant variation in the scores for these diverse facets of community problems. The older the officers, the less serious they perceived the crime problems, the social problems and other policing-salient problem community characteristics. This is illustrated well in the following table presenting the cross-tabulation between age levels and low and high scores for perceived serious social problems. Further examples are that 60% of the officers under 30 years of age had high scores for perceived serious crime problems compared with 44% of those over 40 years of age; the comparable percentages for serious other policing-salient community problems were 38% and 27%. Variation in all other objective variables – gender, police service, rank, marital status, education, aboriginal background, and aboriginal identity – was not significantly related to variation in the scores for the different dimensions of perceived community problems, nor was

there any appreciable difference within the RCMP between the scores of Aboriginal and non-Aboriginal officers.

**Officer Reports of Serious Social Problems by Officer Age**

Officer Age	Serious Social Problems	
	Low	High
30 and under (n=71)	43.7%	56.3%
31 to 40 (n=131)	51.1%	48.9%
Over 40 (n=107)	61.7%	38.3%
Total (n=309)	53.1%	46.9%

Looking at subjective variables, there were several instances where variation was associated with variation in the community problems scores. Essentially the same set of four variables were important correlates for all dimensions of perceived community problems, namely job stress, job dissatisfaction, organizational dissatisfaction and a negative view of the police role in society. In all instances, high scores on the variable were associated with high scores for the perceived serious problems; for example, 54% of the officers with high scores for organizational dissatisfaction rated social problems as very serious, compared with 39% of those with low scores for organizational dissatisfaction. Clearly, then, officers viewing their job, police organization, and the police role generally with some angst or disfavour were the officers most likely to perceive the communities they policed as having a verity of different serious problems. Of course, the reference here is to correlates and it could be argued that frustration with the perceived community problems was an important cause of their job stress and related dissatisfactions, more than vice versa.

Apart from the four variables discussed in the preceding paragraph, variation in the scores for most other potentially salient, subjective variables was not related to variation in the scores for perceived community problems. Variables such as the reasons the officers reportedly became police officers, their style of policing, and their views about the distinctiveness of aboriginal policing were not significantly related to perceptions of serious community problems. There were two exceptions. Officers with high scores for an enforcement approach to policing were more likely than those with low scores to perceive serious crime problems in their communities (58% to 47%) and to perceive serious social problems as well (56% to 40%). These correlates suggest a certain frustration for officers with an enforcement approach working in communities with many deep social issues. Also, officers engaged in more informal, service-oriented policing, and in close contact with local leaders (the SA style as defined here) were more likely than other officers to report serious crime problems (61% to 44%), serious social problems (54% to 42%), and other community features problematic for policing (45% to 23%). The following table presents a few of the interesting and statistically significant relationships.

### Officer Reports of Serious Crime Problems by Attitudes to Policing

Attitudes to Policing	Serious Crime Problems	
	Low	High
<b>Negative Views of Police Role</b>		
Low (n=161)	57.1%	42.9%
High (n=144)	38.2%	61.8%
Total (n=305)	53.1%	46.9%
<b>SA Style of Policing</b>		
Low (n=169)	55.6%	44.4%
High (n=127)	39.4%	60.6%
Total (n=296)	48.6%	51.4%

### Officer Reports of Serious Social Problems by Attitudes to Policing

Attitudes to Policing	Serious Social Problems	
	Low	High
<b>Enforcement Style of Policing</b>		
Low (n=175)	60.0%	40.0%
High (n=124)	43.5%	56.5%
Total (n=299)	53.2%	46.8%

A regression analysis entering all statistically significant variables simultaneously showed that, overall, no single variable was dominant. In the case of serious crime scores, high job dissatisfaction and younger age were key, whereas for serious social problems scores, the most important predictors were an enforcement approach to policing and a negative conception of the police role in society. For other serious salient community problems scores, the only statistically significant variable was having an SA style of policing.

Overall, there was a fairly substantial consensus among the officers about the considerable seriousness of several community problems. Apart from that consensus, there was some variation associated with the age of the officers, with the older officers being more sanguine about the community problems. Attitudinally, officers viewing their job, police organization, and the police role generally with some angst or dissatisfaction were also the officers most likely to perceive the communities they police as having many different and serious problems. Officers' perceptions of community problems were associated with different mixes of these objective and attitudinal factors. Perceptions of very serious crime problems in the community were linked to high job dissatisfaction and younger officers. Perceptions of very serious social problems in the community were associated most with officers having a strong enforcement approach to policing and to those with a more negative view of the police role in society. Perceptions of other

policing-related very serious problems in the community were linked to those having more of what was defined earlier as an SA style of policing.

#### **4.5 The officers and the police service**

This section examines officers' views about the police organizations in which they work. Several questions asked members for their views about working in their police service.

- Question 43 asked the respondents whether they agreed or disagreed with 13 distinct statements about their police organization. These statements were similar to ones in the 1996 national survey.
- Question 44 sought their views on the quality of supervision in their police service.
- Question 45 asked whether there was a particularly challenging issue for their police service.
- Question 46 asked whether there was some feature of their police service of which they were especially proud.
- Question 50 asked their opinion about a number of possible features of their organization, most notably whether there were built-in limits on their own career advancement associated with being in that police service.

##### **4.5.1 The 1996 comparison about the police organization**

The following table presents the responses of officers in the two survey time periods. In terms of the overall patterns (i.e., all 2007 compared to all 1996 respondents), the table indicates that there has been remarkable continuity over the 10-year period. Respondents in 2007, however, were less likely to believe that their police organization protected its members than were their 1996 counterparts; where 45% of 1996 respondents thought so, this figure dropped to 34% in 2007. On the other hand, the officers in 2007 were more likely to agree that "I feel very loyal to this police organization" (87% to 70%), although this difference is partly the result of more "don't know" or missing responses in 1996. Otherwise, in both time periods, respondents gave a largely positive assessment of their organizations, agreeing at high rates to the positively phrased assessment statements (good working relationships with local leaders, officer loyalty, fair evaluation procedures) and only at low rates to the negatively phrased statements (wishing to leave the force, being hampered by rules, there is too much community input).

The overall continuity does mask some dramatic changes over time by police service affiliation, changes presented in the second table below, which compares the responses of officers in the RCMP and SA services. Perhaps most significant is the change in assessment of performance evaluation. Whereas in 1996, other police officers were 12 points more likely than RCMP members (74% to 62%) to agree that such performance evaluation was carried out in a competent and fair manner, in 2007 the RCMP officers were 17 points more likely to express that view (80% to 63%), a turnaround of some 30 percentage points.

There were also changes in terms of agreeing that "I feel very loyal to police organization" and "This organization protects its members from external pressures and criticisms". In 1996, RCMP



and SA respondents were equally likely to agree that it would take very little for them to leave the force (22% agreement from both force types). In 2007, RCMP response rates stayed the same, while SA respondents went from 22% in agreement to 37%. This could suggest a problem for the SA police services. On another measure the change could be defined as favourable to the officers in the SA police services – in 1996 the SA respondents were 9% more likely than the RCMP grouping (47% to 38%) to report organizational protection against external pressures and criticisms but in 2007 they were 20 points more likely (44% to 24%).

### Organizational Assessment – Overall data, 1996 & 2007

Organizational Statement	1996			2007			%	
	Strongly Agree	Agree	Disagree	Strongly Disagree	Strongly Agree	Agree	Disagree	Strongly Disagree
<i>Overall</i>								
Good working relations with governing authorities*	23	58	13	6	21	64	13	2
Take very little for me to leave	7	17	47	29	7	23	42	28
Rules and regs hamper my job	7	20	60	13	5	18	62	15
Organization protects members from external pressure/criticism	7	38	40	15	4	30	50	16
Feel very loyal to organization	31	39	8	2	34	53	11	2
Helpful to members regarding personal problems	13	49	29	9	10	50	26	14
Performance evaluation fair	12	58	20	10	14	58	19	9
Too much community input	7	28	57	8	11	29	54	6

Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

\*This variable has been changed in the 2007 survey to 'good working relations with local political leaders and elected officials.'

The following table adds a separate column for SA officers in 2007 on the comparison questions. Responses were similar to those for the SAs as a whole.

### Agreement with Organizational Assessment – Data by force type, 1996 & 2007

Organizational Statement (% responding Agree or Strongly Agree)	Overall %	RCMP %	SA %	Difference (RCMP%-OPS%)	SA 2007
<i>1996</i>					
Good working relations with governing authorities	81	83	79	4	-
Take very little for me to leave	24	22	22	0	
Rules and regs hamper my job	27	34	22	12	
Organization protects members from external pressure/criticism	45	38	47	-9	
Feel very loyal to organization	90	88	92	-4	
Helpful to members regarding personal problems	62	56	62	-6	
Performance evaluation fair	71	62	74	-12	
Too much community input	35	25	37	-12	
<i>2007</i>					
Good working relations with local leaders and officials	84	89	80	9	77
Take very little for me to leave	30	22	37	-15	36
Rules and regs hamper my job	23	25	19	6	20
Organization protects members from external pressure/criticism	34	24	44	-20	44
Feel very loyal to organization	87	87	86	1	82
Helpful to members regarding personal problems	60	59	62	-3	57
Performance evaluation fair	72	80	63	17	58
Too much community input	40	33	47	-14	45

Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

Organization assessments remained very positive for the newly-added items in 2007 as shown in Table 9.2. Both RCMP and SA respondents were likely to agree that their organization had good policies to promote Aboriginal policing (72% and 69%, respectively), that there was a positive working relationship between officers and managers in their organization (75% and 70%), and that their leadership understood Aboriginal policing and respected Aboriginal culture (79% and 86%). All differences for the newly-added items in the responses across police service types were slight.

There was some comparability between 1996 and 2007 surveys on other items concerning the officers' assessments of their policing that were tangentially related to their police organization. In both surveys, SA respondents were far more likely than RCMP respondents to agree that they did not have opportunities to be promoted. In 1996 SA respondents were more likely than RCMP officers to agree that they had little opportunity for promotion or to be hired by SAs (46% to 31%). In 2007 the question separated out promotion and hiring of Aboriginal officers elsewhere; The SA respondents agreed or strongly agreed with the statement about poor promotion prospects in their police organization much more than did their RCMP counterparts (i.e., 72% to 25%). Both groups were, in 2007, much less likely to believe that they did not have an opportunity to be hired elsewhere, although, again, SA officers were a good deal more likely to believe this than the RCMP officers (25% versus 4%).

In 2007, 47% of officers agreed that a ‘more Aboriginal justice system’ would have a positive impact, down from the 60% in the 1996 survey who agreed. There was a decrease in agreement among both RCMP and SA officers: the RCMP going from 58% to 52% and the SA from 52% to 42%.

In 1996, 35% of the RCMP and 27% of the SA officers agreed that “the criminal code prevents me from dealing with policing problems in a more appropriate way.” But in 2007, these percentages decreased to 18% and 22%, respectively. These two patterns – views about the value of Aboriginal justice and the value of the criminal code – suggest that officers policing in Aboriginal communities in 2007 may be more focused on dealing with community problems in a more conventional way than their counterparts were in 1996, a perspective that in turn may be related to the persistent pressures on policing to deal with crime, social problems and community expectations.

#### **4.5.2 The 2007 sample**

Within the broad and generally favourable assessment of their organization, significant variation among respondents was observed on several issues in the 2007 survey. RCMP officers were more likely than SA officers to hold that performance evaluation was carried out in a competent and fair manner (74% to 58%). SA officers were more likely than RCMP officers to agree that “there is too much community direction and input in my police organization” (45% to 30%), “this organization protects its members from external pressures and criticisms” (44% to 22%), and “it would take little for me to leave this police force (36% to 22%).

To explore variation in these responses more deeply, the 13 items on officers’ attitudes about their police organization (question 43) were factor analyzed and then combined into two separate indexes, one measuring organizational satisfaction and the other organizational dissatisfaction.

#### **Organizational satisfaction**

Only one objective measure – officer age - was linked to variation in organizational satisfaction to any substantial degree. As the following table shows, age is somewhat curvilinearly linked: officers of 30 years of years or less reported the highest scores for organizational satisfaction (i.e., 72%), with those between age 31 and 40 the lowest (48%) and those over age 40 in the middle (63%).

### Organizational Satisfaction – by Officer Age

Officer Age	Organizational Satisfaction Index	
	Low	High
30 and under (n=61)	27.9%	72.1%
31 to 40 (n=122)	52.5%	47.5%
Over 40 (n=101)	36.6%	63.4%
Total (n=284)	41.5%	58.5%

Men were marginally more likely than women (60% to 53%) to have high scores for organizational satisfaction. University graduates were more likely than high school graduates to have high scores for organizational satisfaction (66% to 47%). Police service, rank level, aboriginal identity, marital status and number of postings were not significantly linked to organizational satisfaction. Within the RCMP, however, there was a major difference in high organizational satisfaction scores between Aboriginal and non-Aboriginal officers (47% and 73%, respectively).

Turning to the attitudinal or subjective variables, there were a number of variables with statistically significant links to organizational satisfaction. Each of the following variables have negative associations with organizational satisfaction (i.e., for each variable low scores were more likely than high scores to predict high levels of organizational satisfaction):

- a high level of reported work-related problems - 43% of officers with more work-related problems reported satisfaction with their organization compared to 77% of those with fewer problems (see the following table);
- job stress – 50% of officers with higher job stress reported satisfaction with their organization compared to 71% of those with lower job stress;
- job dissatisfaction – 49% of officers with higher job dissatisfaction reported satisfaction with their organization compared to 71% of those with lower job dissatisfaction;
- perceived quality of supervision - 76% of those rating the supervision highly had high scores for organizational satisfaction compared to just 27% of those rating supervision as low quality; and,
- perceived organizational limitations for career.

Predictably, officers reporting high intrinsic job satisfaction also had high scores for organizational satisfaction. Variables measuring perceived community problems (e.g., crime, social problems) and officers' style of policing (e.g., community-based policing emphasis, enforcement emphasis) were not linked to variations in organizational satisfaction scores.

### Organizational Satisfaction – by Work-related Problems Reported by Officers

Work-related Problem Index	Organizational Satisfaction Index	
	Low	High
Low (n=87)	23.0%	77.0%
Medium (n=81)	33.3%	66.7%
High (n=106)	56.6%	43.4%
Total (n=274)	39.1%	60.9%

Overall, there were few strong linkages between objective variables and organizational satisfaction but a number of subjective or attitudinal variables were significant. In a regression analysis where all statistically significant variables from the crosstabular analyses were entered simultaneously, the chief predictors were assessment of the quality of supervision in the police service (the strongest predictor by far and significant at  $p < .000$ ), perceived work problems, and perception of organizational limitations for one's career; in each instance low scores on the predictor variables were related to high scores on organizational satisfaction. Intrinsic job satisfaction was also significant in the regression and here high scores predicted high scores in organizational satisfaction. The regression equation with those four variables accounted for 34% of the variation in organizational satisfaction scores and was significant at  $p < .000$ .

### Organizational dissatisfaction

Turning to organization dissatisfaction, the most important objective variable was police service. As the following table shows, SA officers were more likely to have high scores on the organizational dissatisfaction index than RCMP members (63% to 44%). Rank was important, with constables having higher organizational dissatisfaction scores than others (61% to 39%). Officers with only the one posting also had higher dissatisfaction scores than those having two or more (58% to 43%). Age and gender were marginally significant, with women having higher organizational dissatisfaction scores than men (60% to 53%), and younger officers more than older ones. Variations in Aboriginal identity and rootedness variables and other objective variables were not linked to variations in organizational dissatisfaction. Again, however, variation within the RCMP was important as 52% of the Aboriginal officers had high scores compared to 40% of the non-Aboriginal officers.

### Organizational Dissatisfaction – by Service Type and Officer Rank

Service Type	Organizational Dissatisfaction Index	
	Low	High
RCMP (n=146)	55.5%	44.5%
SA (n=129)	37.2%	62.8%
Total (n=275)	46.9%	53.1%
<b>Officer Rank</b>		
Constable (n=154)	39.0%	61.0%
Other (n=62)	61.3%	38.7%
Management (n=44)	61.4%	38.6%
Total (n=260)	48.1%	51.9%

Turning to subjective or attitudinal variables, high scores for job stress (see the following table), perceived organizational limitations for career, job dissatisfaction and perceived level of work problems were all significantly related to organizational dissatisfaction. Other variables linked to organizational dissatisfaction were community problems such as perceived high levels of crime and social problems and enforcement style of policing – in all these cases, high scores predicted high scores in organizational dissatisfaction; for example, 61% of the officers with high scores for an enforcement style of policing had high organizational dissatisfaction compared with 49% of those with low scores for enforcement style.

### Organizational Dissatisfaction – by Job Stress

Job Stress Index	Organizational Dissatisfaction Index	
	Low	High
Low (n=127)	63.0%	37.0%
High (n=157)	31.2%	68.8%
Total (n=284)	45.4%	54.6%

A regression analysis including the statistically significant variables from the crosstabular analyses found the key predictor variables to be job stress, assessment of quality of supervision, job dissatisfaction, perceived organizational limitations for one's career, and police service affiliation. The equation accounted for 25% of the variation in the scores for organizational dissatisfaction and was significant at the  $p < .000$  level. It is interesting that, even when controlling for job stress and the other variables, there was still a significant residual impact by whether one was an RCMP or an SA officer.

## Assessment of supervision quality

Question 44 asked the respondents to rate the quality of supervision that they receive in their organization, with ratings based on a 4-point scale including very high quality, moderately high quality, not too high quality, or poor quality. Officer age was significantly related to the quality of supervision, as officers over 40 years of age were more likely to report “low quality” than officers under 30 years of age (30% to 23%). There were no significant differences in ratings provided by rank, police service, gender, marital status, aboriginal rootedness/identity or number of postings.

There were a number of significant correlates of supervision assessment among the attitudinal variables. Officers with high scores for perceived organizational limits to their career advancement were much more likely than other officers to rate the quality of supervision in their organization as low (51% to 23%); the full set of statistics for this relationship are presented in the following table. Three other less robust but statistically significant correlates were found:

- assessment of perceived low quality supervision and high job stress (37% to 25% among officers with low job stress);
- high job dissatisfaction (38% to 24% among officers with low job dissatisfaction); and,
- high perception of serious community problems (37% to 22% for officers with low scores for serious community problems).

### The Quality of Supervision Officers Receive in Their Organization – by Perceptions of Organizational Limits to Their Career Advancement

Organizational Limits to Career Advancement	Ratings of the Quality of Supervision	
	High quality	Not high quality
Low (n=78)	75.3%	24.7%
Medium (n=135)	76.5%	23.5%
High (n=80)	48.8%	51.3%
Total (n=289)	68.5%	31.6%

A regression analysis indicated that the best predictors of assessments of low quality supervision were perceived organizational limits (significant at  $p < .003$ ) and job dissatisfaction (significant at  $p < .02$ ). The regression equation accounted for a modest 8% of the variation in supervision assessment scores.

## **Challenges and successes**

Officers were asked to describe any particular challenges for their police organization and any special features of the police service of which they are particularly proud. Roughly half the sample completed these two questions and the answers were interesting.

With respect to challenges, nearly half the respondents highlighted the need for more resources (human and otherwise) in order to carry out solid police work. Other challenges, identified by similar numbers of officers, were dealing with the macro social problems being played out at the local level (e.g., socio-economic and development issues), dealing with the local politics, and needing better working relations and mutual understanding between the community and the police service.

With respect to the features of their local police service of which they are especially proud, the two top themes were (a) having a strong community/culturally sensitive police organization, and (b) providing solid policing (e.g., effective action against crime and for public safety) with scarce resources. Another frequent theme was having a good reputation in the community at large and with the local political leaders.

In a broad sense, respondents can be divided into those whose responses highlighted community issues and those who emphasized resources and police work. RCMP officers were much more likely to stress the police-community linkages whereas the SA officers were oriented more to resources. This differentiation is particularly evident in responses to the question: “Is there a particular organizational feature of your local police service that you are especially proud of?” A representative SA response was articulated: “I am pleased that despite the financial constraints we have progressed to be able to enter into an integrated policing model with the local RCMP, a first in Canada for a self administered.” A representative RCMP response was: “Bridging that gap of distrust between police and First Nations communities. To have First Nations communities know there are trustworthy members who do truly care.”

## **Perceptions of organization limitations for career advancement in policing**

Question 50 asked respondents’ opinions about a number of possible features of their organization. There was little variation in officers’ level of agreement by police service affiliation or Aboriginal identity on most items including “having the freedom to use policing practices one thinks appropriate” (86% agreed), “feeling there is conflict between the expectations of the police service and those of the community” (45%), “the positive impact of a more Aboriginal justice system” (40%), “the inappropriateness of the criminal code” (20%), and “a lack of protection offered female officers from any intimidation” (12%).

There was very significant variation by police service affiliation and Aboriginal identity on items asking whether there were built-in limits on their own career advancement associated with being in that police service, whether for advancement within the organization or for providing them opportunity to advance a policing career elsewhere. Four items constituted an index labelled “perceived organizational limits”. This index is a significant predictor of many other variables such as organizational dissatisfaction and future turnover prospects.



The most important objective correlate was police service. SA officers were far more likely than RCMP officers to have high scores for perceived organizational limitation, namely 40% to 13% (see the following table). Age was also a significant factor, as officers more than 40 years of age were much more likely than officers 30 and under to have high organizational limitation scores (34% to 14%; see the following table). Aboriginal identity and rootedness (e.g., where the officer was reared, speaking an aboriginal language) were also crucial factors. For example, self-identified North American Indians were three times as likely as non-Aboriginal officers to have high scores on the index of organizational limitations to career advancement (36% to 12%); the same pattern was found for degree of aboriginal rootedness. There were no significant differences by gender, marital status, educational attainment, number of postings, or rank level. Within the RCMP, there was a substantial difference in reported high scores on the perceived organizational limitations index between Aboriginal officers (21%) and non-Aboriginal officers (2%).

**Organizational Limitations to Career Advancement –  
by Service Type and Officer Age**

Service Type	Organizational Limitations Index		
	Low	Medium	High
RCMP (n=151)	42.4%	44.4%	13.2%
SA (n=129)	14.0%	45.7%	40.3%
Total (n=280)	29.3%	45.0%	25.7%
<b>Officer Age</b>			
30 and under (n=65)	46.2%	40.0%	13.8%
31 to 40 (n=126)	19.8%	50.8%	29.4%
Over 40 (n=101)	23.8%	42.6%	33.7%
Total (n=292)	27.1%	45.5%	27.4%

In terms of attitudinal or subjective variables, the major correlate of high scores on the index of organizational limitations to career advancement was organizational dissatisfaction: 38% of those with high organizational dissatisfaction had high scores compared to 15% of those with low scores for organizational dissatisfaction. Although most work-related problems were not related to this index, opinions about the quality of supervision were linked, with officers rating the quality of supervision as low being much more likely than those who rated supervision more highly to perceive organizational limitations to career advancement (45% to 19%). These relationships are presented in the following table.

**Organizational Limitations to Career Advancement – by Organizational Dissatisfaction and the Quality of Supervision**

<b>Organizational Dissatisfaction Index</b>	<b>Organizational Limitations Index</b>		
	<b>Low</b>	<b>Medium</b>	<b>High</b>
Low (n=134)	35.1%	50.0%	14.9%
High (n=156)	19.2%	42.9%	37.8%
Total (n=290)	26.6%	46.2%	27.2%
<b>Quality of Supervision</b>			
Low (n=91)	20.9%	34.1%	45.1%
High (n=198)	29.3%	51.1%	19.7%
Total (n=289)	26.6%	45.7%	27.7%

High versus low job stress scores (33% to 21%) and job dissatisfaction scores (33% to 21%) also were linked to a high sense of organizational limitations on one’s policing career. Style of policing variables, job satisfaction, and variables measuring dimensions of community problems were not significantly associated with perceived organizational limitations.

In summary, the data indicate that older, Aboriginal, SA officers, and officers with high levels of job stress, job dissatisfaction, and organizational dissatisfaction were the most likely to perceive themselves as limited career-wise by their police service affiliation. When all these factors were entered simultaneously into a linear regression – an unbiased process to determine the most dominant statistical predictors of perceived organizational limitations – the equation accounted for a notable 31% of the variance (significant at  $p < .000$ ). This is made even more noteworthy by the fact that the most important variables are not other attitudes, as is usually the case when the dependent variable is subjective or attitudinal, but objective variables; a composite aboriginal identity variable was the most important predictor followed by police service affiliation, and, more distantly, age. As shown in the preceding table, high scores for perceived organizational limitations were strong predictors of likelihood of turnover, so there are clear policy implications if turnover is deemed to be a problem, especially but not only for the SA police services.

**4.6 Job satisfaction and job stress**

The previous section examines officers’ views on their police organizations. This section focuses on overall job satisfaction and stress factors.

**4.6.1 Comparison 1996 and 2007**

Both the 1996 and 2007 surveys included question sets regarding job satisfaction and job stress. The 2007 survey added two new items to each of these question sets and had a different question for ‘personal satisfaction’; otherwise, the questions were identical and thus allow for direct comparison. (The following two tables present a detailed set of comparisons.)

## **Job satisfaction then and now**

Looked at broadly, a very large majority of police respondents continue to consider their work policing in aboriginal communities to be satisfying. In 2007, as in 1996, fully 90% of the officers indicated that they strongly agreed or agreed with the statement, “On the whole, I find my work satisfying.” The comparable figure for police officers across Canada in 2006 was 79% (Police Sector Council, 2006).

Most of the 2007 sample of officers (86%) also reported that “My job gives me a great deal of personal satisfaction. There was no comparable question in 1996 but then, 43% agreed with a much more demanding question, namely “The major satisfaction in my life comes from my job.” Given the very high threshold set by the 1996 question, it is reasonable to assume that a high percentage may have agreed with the 2007 personal satisfaction question.

About 80% of the officers in both 1996 and 2007 indicated that they remain enthusiastic about their job, disagreeing with the suggestion that “Almost none of the work I do stirs up my enthusiasm”.

Solidarity among officers continues to be a significant factor in job satisfaction, with 72% in 1996 and 75% in 2007 agreeing.

Having an impact on Aboriginal justice also continues to be a significant factor in job satisfaction, but less so in 2007 than in 1996, with 82% and 64%, respectively, agreeing. The decline of 18% (in absolute terms) from 1996 levels suggests that with greater experience in policing Aboriginal communities, the officers may be more realistic about having an impact on Aboriginal justice in general. Certainly, the 2007 respondents, across all police services, considered that they were making a difference, having a significant impact as role models for local youth and in achieving more public security in the Aboriginal communities; at least 85% of the officers in 2007 cited both these factors as contributing to their job satisfaction.

It is worth stating that for a majority of respondents, satisfaction was influenced by pay and benefits to a lesser degree than the other factors. In both 1996 and 2007, about 55% of the officers agreed that these extrinsic job satisfaction factors were significant to their job satisfaction.

A significant minority of all respondents in both surveys agreed that they had trouble figuring out whether or not they were doing well or poorly at their jobs (36% in 1996 and 30% in 2007). This suggests an inadequate feedback structure, although the decline in the negative response to this question may mean that feedback is improving somewhat.

An increasing number of respondents claimed that their workload was getting in the way of their ability to do their jobs well, rising from 37% of respondents in 1996 to 50% of respondents in 2007. The impacts of a heavy workload have implications for job stress and job turnover. Overall, officers policing Aboriginal communities in 2007 were much like their counterparts in 1996 in that they exhibited a high level of job satisfaction, they were enthused about their work,

and they believed they were contributing in practical ways as role models and security providers to Aboriginal justice. Some responses indicate that an increasing workload is getting in the way of officers carrying out their responsibilities in ways that they deem most appropriate. This was especially the case among RCMP officers: in 1996, 39% of RCMP officers agreed the workload was “making it difficult to do the job well” whereas in 2007, a majority of RCMP officers – 58% – held this opinion. It does appear that the workload was an issue for the RCMP officers rather than any ambiguity about what the officers were required to do; the RCMP percentage agreeing that “I often have trouble figuring out whether I am doing well or poorly at this job” declined from 39% in 1996 to 24% in 2007.

Interestingly, there were few differences between RCMP and SA respondents in 2007 on any of the job satisfaction items. RCMP respondents were more likely than SA counterparts to cite too demanding a workload (58% to 41%) while the SA officers were more likely to cite “solidarity among fellow officers” as significant to their job satisfaction (83% to 66% among the RCMP).

### Job Satisfaction – Overall data, 1996 & 2007

Job Satisfaction claim	1996 %		2007 %	
	Agree	Disagree	Agree	Disagree
<i>Overall</i>				
I find my work satisfying	93	7	89	11
Major satisfaction in life is my job*	43	57	86	14
Trouble figuring job performance	36	64	30	70
Amount of work makes it difficult to do my job well	37	63	50	50
Work does not stir enthusiasm	19	81	17	83
Pay and benefits big part of job satisfaction	54	46	58	41
Solidarity among officers is a big part of job satisfaction	72	28	75	25
Impacting Aboriginal public security is a big part of job satisfaction	82	18	64	36

*Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007*

*\*The comparison question in 2007 reads “My job gives me a great deal of personal satisfaction”.*

### Agreement with Job Satisfaction statements – Data by force type, 1996 & 2007

Job Satisfaction claim (% responding Agree or Strongly Agree)	Overall %	RCMP %	OPS %	Difference (RCMP%- OPS%)	SA Service 2007 %
<i>1996</i>					
I find my work satisfying	93	90	96	-6	
Major satisfaction in life is my job*	42	38	43	-5	
Trouble figuring job performance	36	39	30	9	
Amount of work makes it difficult to do my job well	37	39	35	4	
Work does not stir enthusiasm	18	18	17	1	
Pay and benefits big part of job satisfaction	54	57	56	1	
Solidarity among officers is a big part of job satisfaction	72	65	75	-10	
Impacting Aboriginal justice is a big part of job satisfaction	82	83	81	2	
<i>2007</i>					
I find my work satisfying	89	88	91	-4	92
Major satisfaction in life is my job*	86	84	89	-5	89
Trouble figuring job performance	30	26	34	-8	32
Amount of work makes it difficult to do my job well	50	58	42	16	41
Work does not stir enthusiasm	17	13	21	-8	19
Pay and benefits big part of job satisfaction	58	58	59	-1	56
Solidarity among officers is a big part of job satisfaction	74	66	82	-16	83
Impacting Aboriginal justice is a big part of job satisfaction	64	64	64	0	59

Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

#### 4.6.2 The 2007 sample

For purposes of analysis, the survey items dealing with job satisfaction were factored into three dimensions:

1. **Intrinsic job satisfaction** - Five items made up the intrinsic job satisfaction index, all of which focused on the satisfaction inherent in the police work being done.
2. **Extrinsic job satisfaction** - Extrinsic job satisfaction was measured by an index of two items dealing with compensation and solidarity with one's fellow officers.
3. **Job dissatisfaction**- The job dissatisfaction index was constituted of two items, namely the amount of work required and a lack of enthusiasm for the work being done.

In the comparisons among the police services, here as elsewhere in the analysis, the comparison is between the RCMP and the SA police services. The analyses locate the consensus on themes and elaborate on factors accounting for the variation that exists within the overall results for each theme. The analyses also assess the impact of objective factors (e.g., age, gender, rank, police

service) and subjective factors (e.g. how other attitudes or views impact on a theme); typically, index scores were created for all subjective or attitudinal variables.

### **Intrinsic job satisfaction**

Looking first at intrinsic job satisfaction by demographic and work-related characteristics of officers, 2007 survey results indicate that the older officers, management, officers with wide-ranging policing experience, the college educated, and non-Aboriginals reported higher levels of intrinsic job satisfaction.

- Age was important, as older officers generally had higher job satisfaction scores: e.g., the percentage having higher scores increased with the age category of the respondents, going from 31% for youngest, 39% for middle category, to 46% for the over forty years of age category.
- Managers were more likely than constables to have high intrinsic job satisfaction scores (49% to 33%) as were those with many postings compared to those with none or one beyond first placement (48% to 35%).
- Officers with college degrees reported high intrinsic job satisfaction more than those without a degree (39% to 28%).
- Non-Aboriginal officers had higher intrinsic job satisfaction scores than Aboriginal officers.
- Within the RCMP as well, there were more high intrinsic satisfaction scores among the non-Aboriginal officers than the Aboriginals (45% to 35%).
- There were no significant variations in scores by gender, marital service, police service of the officer, and most measures of aboriginal upbringing or community rootedness.

The following table presents the differences in the scores on an intrinsic job satisfaction scale by officers' rank and age.

#### **Intrinsic Job Satisfaction by Officer Rank and Age**

<b>Officer Characteristics</b>	<b>Intrinsic Job Satisfaction Scale</b>	
	<b>Low</b>	<b>High</b>
<b>Rank</b>		
Constable (n=157)	66.9%	33.1%
Other (n=63)	55.6%	44.4%
Management (n=45)	51.1%	48.9%
Total (n=265)	61.5%	38.5%
<b>Age</b>		
30 and under (n=66)	60.6%	39.4%
31 – 40 (n=123)	69.1%	30.9%
40 and over (n=101)	53.5%	46.5%
Total (n=290)	61.7%	38.3%

In terms of attitudinal or subjective variables, there were many significant correlates of intrinsic job satisfaction. The factors most significantly correlated with intrinsic job satisfaction were conception of the police role and style of policing employed.

- Highly positive views about the police role in society were important; those with high scores on this index were much more likely than those with low scores to report high intrinsic job satisfaction (60% to 26%).
- Officers with high scores on community policing approach had much higher satisfaction scores than those with low scores for community policing style (62% to 30%)
- Similarly, officers with high scores on a style called ‘social development’ had higher satisfaction scores than their counterparts (51% to 26%).
- Variations in scores for having an enforcement approach to policing were not significantly related to variations in intrinsic job satisfaction scores.

The usual ‘negative’ variables of high job stress, organizational dissatisfaction, perception of organizational limits for career mobility, and perception of serious social problems were modestly significant in being associated with low intrinsic job satisfaction. For example, high job stress was associated with low intrinsic job satisfaction, and officers with high levels of organizational dissatisfaction were less likely to report high intrinsic job satisfaction (30% to 48%).

Regression analyses, where all significant variables were entered simultaneously, were used to more clearly identify the key variables correlated with variations in intrinsic satisfaction. In the regressions, the three variables that were significant, and that accounted for all the variance obtained by the resulting equation, were having positive views about the police role, having a community policing approach to policing and having a “social development” approach to one’s policing. The most important of the three was having positive views about the police role (i.e., in technical terms it has a beta weighting of .291 compared to .218 and .157 for the other two variables, all three being significant at  $p < .000$ ). None of the objective variables contributed significantly to the equation for intrinsic satisfaction. None of the ‘negative’ attitudinal variables such as job stress demonstrated a contribution either.

These results suggest that beyond having an affinity for the job, a community-based policing style and a social development approach to policing may work best in Aboriginal communities if one is to realize high intrinsic job satisfaction. As will be seen in the following section, job satisfaction and job dissatisfaction operate on somewhat different trajectories. To reduce job dissatisfaction, one has to “get at” job stress and organizational limitations as experienced by the officers. To improve job satisfaction, one has to focus on what the officer is doing in his or her police work.

The following table presents the differences in the scores on an intrinsic job satisfaction scale by the attitudes of officers as measured by the three summary attitudinal scales identified as significant in the regression analysis: i.e., Positive Views about their policing role; a Community Policing Style; and a Social Development Approach.

**Intrinsic Job Satisfaction by Officer Attitudes: Positive Views about Policing, Community Policing Style, and a Social Development Approach**

<b>Attitudinal Scales</b>	<b>Intrinsic Job Satisfaction Scale</b>	
	<b>Low</b>	<b>High</b>
<b>Positive Views</b>		
Low (n=179)	74.3%	25.7%
High (n=109)	40.4%	59.6%
Total (n=288)	61.5%	38.5%
<b>Community Policing Style</b>		
Low (n=157)	69.9%	30.1%
High (n=63)	38.2%	61.8%
Total (n=282)	61.3%	38.7%
<b>Social Development Approach</b>		
Low (n=66)	73.6%	26.4%
High (n=123)	48.7%	51.3%
Total (n=290)	60.7%	39.3%

**Extrinsic job satisfaction**

Extrinsic job satisfaction deals with issues of compensation and officer solidarity (“good work mates”). Several demographic and work-related characteristics of officers are associated with levels of extrinsic job satisfaction.

- Men (53%) identified such factors as more important to their job satisfaction than women (44%).
- SA officers (56%) also were more likely to identify these factors as important to their job satisfaction as RCMP officers (47%).
- Officers policing communities in which they grew up (63%) reported higher levels of extrinsic job satisfaction than officers not policing in their home communities (49%) – see the following table.
- Other objective factors did not impact on extrinsic job satisfaction. Younger officers and college educated officers had slightly higher extrinsic job satisfaction scores than their counterparts, although the differences were not statistically significant.



## Extrinsic Job Satisfaction by Home Community

Is the community where you currently police the community you grew up in?	Extrinsic Job Satisfaction Scale	
	Low	High
Yes (n=75)	37.3%	62.7%
No (n=219)	51.1%	48.9%
Total (n=294)	47.6%	52.4%

Virtually none of the attitudinal or subjective variables (e.g., policing style, perceived serious problems for their policing, organizational dissatisfaction or limitations, job stress, negative or positive views of policing) were associated with variations in extrinsic satisfaction. The one exception was having an enforcement style of policing: high scores on this variable were related to high extrinsic job satisfaction more than low scores (i.e., 60 to 47%).

Overall, it appears that SA police officers and those policing where they were raised (mostly SA officers) were more likely than their counterparts to appreciate the extrinsic benefits (i.e., compensation and officer solidarity) of their police work.

## Job dissatisfaction

The data show a modest level of job dissatisfaction overall. Few demographic or objective factors were related to job dissatisfaction. There were differences for three characteristics – police service, gender and age – but none of these are statistically significant at the usual criterion level of  $p < .05$  (although police service differences were significant at  $p < .07$ ). Other variables such as Aboriginal background, marital status, educational attainment, rank level, and number of postings were not related to the level of job dissatisfaction. Following are the percentage differences in the levels of job dissatisfaction for police service, gender and age:

- RCMP officers (56%) more than SA officers (45%);
- Men (52%) more than women (42%); and,
- Officers under 40 years of age (53%) more than those over 40 (46%).

In terms of the relationships between attitudinal and subjective variables and job dissatisfaction, there was a strong correlation between high job stress and high job dissatisfaction.

61% of the officers reporting high job stress also reported high job dissatisfaction; this compares with 35% of those with low scores for job stress also reporting job dissatisfaction (significant at  $< .00$ ).

- Officers with high scores for organizational dissatisfaction (62%) were much more likely to report high job dissatisfaction than those with low organizational dissatisfaction (39%).
- Officers reporting significant problems for policing in the Aboriginal community were more likely to have high job dissatisfaction scores.
- Officers reporting that their communities have serious crime problems (e.g., violent crime, property crime) were more likely to report high job dissatisfaction (59% to 42%)

- Officers reporting serious social problems such as feuding or gambling were more likely to report high job dissatisfaction (58% to 45%).
- Officers reporting serious problems for policing (e.g., community expectations, officer turnover) were more likely to report high job dissatisfaction (56% to 41%).
- Policing styles such as orientation to community policing or having an enforcement orientation did not impact on job dissatisfaction.

**Job Dissatisfaction by Service Type, Job Stress, Organizational Dissatisfaction and Community Crime Problems**

<b>Related Factors – Service Type<sup>1</sup></b>	<b>Job Dissatisfaction Scale</b>	
	<b>Low</b>	<b>High</b>
RCMP (n=149)	44.3%	55.7%
SA (n=131)	45.0%	55.0%
Total (n=280)	50.7%	49.3%
<b>Job Stress</b>		
Low (n=129)	65.1%	34.9%
High (n=160)	38.8%	61.3%
Total (n=289)	50.5%	49.5%
<b>Organizational Dissatisfaction</b>		
Low (n=134)	61.2%	38.8%
High (n=157)	38.2%	61.8%
Total (n=291)	48.8%	51.2%
<b>Serious Crime Problems in the Community</b>		
Low (n=141)	57.4%	42.6%
High (n=154)	40.9%	59.1%
Total (n=295)	48.8%	51.2%

Overall, the attitudinal and subjective variables having an impact on job dissatisfaction levels were job stress, perceived organizational limitations on career prospects, and perceptions of the Aboriginal community as having serious crime, social problems, and policing challenges.

In a regression model where subjective and objective variables were considered simultaneously, police service (i.e., RCMP or not) joined these three variables in contributing to high levels of job dissatisfaction.

As noted previously, job dissatisfaction is clearly driven by job stress related to perceived organizational shortcomings and the serious problems with which the officers must contend.

### 4.6.3 Job stress, 1996 and 2007

The 2007 and 1996 surveys both asked respondents to rate the level of stress they experienced from 14 identical factors (see the frequency distributions appended to the report). However, while the 1996 survey asked respondents to identify how strongly they agreed that each factor was stressful, the 2007 survey asked them to rate the factor on a scale of very stressful to not at all stressful; accordingly, a direct comparison aimed at assessing the magnitude of change over the decade should be interpreted with caution though more confidence can be placed in the rank order of the stress-producing factors in each period. The top five stressors by rank order in 1996 and 2007 were:

<b>1996</b>	<b>2007</b>
1. Work schedules (68%)	1. Work schedules (49%)
2. Emergency response (64%)	2. Emergency response (49%)
3. Political pressure on policing (64%)	3. Promotion issues (48%)
4. Contact with criminals (56%)	4. Political pressures (42%)
5. Police work in general (48%)	5. Police work in general 36%

It can be seen that the same stressors were generally highlighted in both periods and with the same rank order. The 2007 respondents, as noted earlier, were more experienced in police work than their counterparts in 1996 and perhaps that explains what can be argued is the less stress reported by officers in 2007. Promotion procedures replaced ‘contact with criminals’ as a top five stressor in 2007. Least likely stress factors in both data sets were relations with Aboriginal officers, relations with non-Aboriginal officers, relations with coaches and liaisons, and citizen contacts on the job.

There was little difference between the RCMP officers and those with SAs with respect to the factors highlighted as stressors, save in one respect, namely that the RCMP officers were more likely to highlight stress associated with promotion procedures in both time periods (see the following table).

### Stresses in Officers' Lives – Data by Force Type, 1996 & 2007

Job Satisfaction claim	Overall %	RCMP %	OPS %	Difference (RCMP%-OPS%)
<i>1996 (% responding Agree or Strongly Agree)</i>				
Work Schedules	68	68	68	0
Relations w/ coaches, liaisons	32	36	30	6
Relations w/ supervisors	38	45	36	9
Relations w/ Aboriginal officers	23	20	23	-3
Relations w/ Non-Aboriginal officers	29	34	26	12
Court Appearances	43	44	43	1
Citizen contacts on the job	28	23	28	-5
Contacts with criminals	56	55	57	-2
Promotion procedures	41	55	34	21
Emergency response	64	62	67	-5
My home life	39	37	35	2
My personal health	35	36	33	3
My personal financial affairs	39	27	38	-11
Political pressures on policing	64	60	66	-6
Police work in general	49	47	51	-4
<i>2007 (% responding very stressful or stressful)</i>				
Work Schedules	49	49	48	1
Relations w/ coaches, liaisons	13	10	16	-6
Relations w/ supervisors	22	19	25	-6
Relations w/ Aboriginal officers	6	4	7	-3
Relations w/ Non-Aboriginal officers	9	7	11	-4
Court Appearances	21	18	24	-6
Citizen contacts on the job	10	7	12	-5
Contacts with criminals	25	20	29	-9
Promotion procedures	48	66	31	33
Emergency response	49	49	48	1
My home life	25	24	25	-1
My personal health	29	27	32	-5
My personal financial affairs	23	19	26	-7
Political pressures on policing	42	38	45	-7
Police work in general	36	33	40	-7

Source: First Nations Police Officers Survey 1996, Nat'l Survey of Officers Policing in Aboriginal Communities in Canada 2007

#### 4.6.4 Job stress 2007

An index of job stress was created based on the 17 items in question 48. Counts were made for each officer of every item (e.g., relations with my supervisor, court appearances, etc.) for which the response was very stressful or stressful. The individual scores were then categorized as low (0 to 3) or high (4 to 15).

Looking first at objective factors for possible significant correlates with job stress, it was found that none of the variables were significantly associated with high job stress scores, although gender and age approached significance. Men reported more job stress than women (57% to 48%), and younger officers reported more stress than officers over 40 years of age (61% to 48%). The crosstabs showed little difference by marital status, educational attainment, rank, police service, or aboriginal background. It may not be surprising that older officers are less stressed but that women experience less job stress than men was less predictable.

Among attitudinal and subjective factors, high job dissatisfaction was related to high job stress (68% to 42%) as were measures of organizational dissatisfaction and perceptions of significant organizational limitations for one's personal career advancement. The 'organizational limitations' variable measures the extent to which the person feels trapped in the police service with little chance of moving up or out to other opportunities in policing.

The perception that conditions in the local community raised serious problems for effective policing was also related to high levels of job stress. Among the serious problems, the one most strongly associated with job stress was the perception of serious crime problems. Where serious crime problems were perceived, there was higher job stress than where there was a perception of modest crime problems in the community (64% to 46%). Other perceived serious problems, whether social problems or operational policing issues, also were associated with high job stress.

Not surprisingly, highly negative views about the police role were strongly correlated with high job stress. Style of policing (e.g., enforcement style, community policing style) made no impact on job stress.

Regression analyses found that only three variables accounted for the variance explained in job stress scores: job dissatisfaction, organizational dissatisfaction, and negative views about the police role. These three variables accounted for an R of .44 ( $r^2 = .16$ ) and were roughly equal in significance, each having a beta of about .20. Overall, job stress matched up with job dissatisfaction and appeared driven by perceived organizational shortcomings and serious community problems for the policing task.

What is the connection between job stress and turnover likelihood? To eliminate the retirement effect, only those officers 40 years of age and under were selected for this analysis. Then crosstabs were carried out on the two questions dealing with expectations and hopes, respectively, about being in the same police service in five years (q20 and q51). Overall, job stress is related to the likelihood of turnover in staff. As is shown in the next section, other factors are more directly related to the likelihood of job turnover.

- Concerning expectations, 31% of those with high job stress and 16% of those with low job stress, rated that they were at least “somewhat” likely to be in same police service in five years.
- Officers with high job stress were also less likely than those with low job stress to hope that they would remain with the same police service.

#### **Job Stress by Job Dissatisfaction and Community Crime Problems**

<b>Related Factors</b>	<b>Job Stress Scale</b>	
	<b>Low</b>	<b>High</b>
<b>Job Dissatisfaction</b>		
Low (n=146)	57.5%	42.5%
High (n=143)	31.5%	68.5%
Total (n=289)	44.6%	55.4%
<b>Serious Crime Problems in the Community</b>		
Low (n=138)	54.3%	45.7%
High (n=150)	36.0%	64.0%
Total (n=288)	44.8%	55.2%

### **4.7 Turnover and future directions**

Studies have long shown that rural and small town police services have high levels of turnover (e.g., Wood, 2001). The presence of other police officers or other security role players, natal ties to the local area, and being married have usually been identified as more important than extrinsic job satisfaction (e.g., satisfaction with the compensation package) or job stress in yielding lower levels of turnover. Turnover has been shown also to be a major reality and management concern for the SA police services in Canada (Clairmont, 2001, 2006), especially where the police complement at the community level is small (i.e., in small, more isolated First Nations).

#### **4.7.1 Officers’ expectations and hopes for remaining with their current police service**

Two questions in the 2007 survey asked respondents to indicate their expectations and their hopes, respectively, for remaining with their current police service over the next five years. The expectation question (Q. 20) was “Do you expect to be a police officer in your current service five years from now?” The hope question (Q. 51) asked, “Do you hope to be a police officer in your current police service five years from now?” There was no corresponding question in the 1996 national survey.

The following table shows the frequency distributions for the questions about expecting to be with their current police service in five years and hoping to be with this service. The overall

results are similar: fewer than one in five officers do not think it is likely that they will be with their current police service in five years, or hope they will not be.

- 70% of those who responded to the expectation question believe that they will definitely (42%) or most likely (28%) be working for their current police service in five years; another 12% think it is “somewhat likely”.
- Similarly, 83% of officers stated either that they “very much hope to be” with their current police service in five years (58%) or “somewhat hope to be” with this service (25%).

### **Officers’ Expectations and Hopes about Future Work with Their Current Police Service**

**Do you expect to be a police officer in your current police service five years from now? (n=287)**

<b>Definitely</b>	<b>Most likely</b>	<b>Somewhat likely</b>	<b>Unlikely</b>	<b>No</b>
41.8%	27.9%	11.5%	8.7%	10.1%

**Given your experiences to date, do you hope to be a police officer in your current police service five years from now? (n=279)**

<b>Very much hope to be</b>	<b>Somewhat hope to be</b>	<b>Somewhat hope not to be</b>	<b>Very much hope not to be</b>
58.1%	24.7%	8.2%	9.0%

Officers who responded “no”, “unlikely” or “not sure” when asked if they expect to be in their current police service in five years were asked why they had this expectation. The main reasons given had nothing directly to do with policing but rather focused on factors such as health and age (37%). Other reasons given included extrinsic job factors such as pay and work schedules (18%), and negative features of their police service (15%). The following is a complete list of reasons provided for not expecting to remain with their current police service (n=67):

- personal reasons unconnected to policing (age, health, etc.) – 37.3%;
- extrinsic job factors: pay, schedule, paperwork, job security – 17.9%;
- negative features of my police service – 14.9%;
- better opportunities may present themselves – 10.5%;
- stresses and strains of policing as a job – 7.5%;
- intrinsic job factors: job doesn't suit me, boring, no autonomy – 6.0%;
- community negatives – 1.5%;
- other – 4.5%.

Cross-tabular analysis demonstrated some important differences by attitudes and experiences of officers in their expectations that they will be with their current police service in five years.

- Officers with high intrinsic job satisfaction more than those with low intrinsic job satisfaction (73% to 67%).

- Officers with low scores for organizational dissatisfaction more than those with high scores (81% to 62%).
- Officers reporting low job stress more than those reporting high job stress (76% to 67%).

With respect to officer characteristics and demographics, the only significant difference is that RCMP officers were more likely to expect to remain with their police service than SA officers (75% to 64%). Other characteristics such as age, gender, marital status (comparing single versus married) and the number of postings were not related to officers' expectations of remaining with their current police service over the next five years.

Examining reasons given in open-ended responses for the expectation of not remaining with the police service, it is clear that the great majority of those over 40 years of age cited personal reasons, and that constables, in comparison with management personnel, were more likely to give as the reason 'negative features of my service' and 'extrinsic job satisfaction factors (e.g., pay).

In terms of expressed hopes of officers to be with their current police service in five years, the cross-tabulations revealed some significant differences in the responses of officers who stated that they "very much hope" to stay with their current police service (58% overall).

- RCMP officers were more likely than SA officers (68% to 40%).
- Officers with low organizational dissatisfaction were more likely than those with high organizational dissatisfaction scores (73% to 40%).
- Officers with low job stress were more likely than those with high job stress (58% to 51%).
- There were minor differences by gender (with males more likely to hope to remain with their current police service than females) but otherwise there were no significant differences by objective officer characteristics.

#### 4.7.2 Officers 40 years of age and younger – expectations and hopes

Given that many of the factors related to expectations and hopes of remaining with a police service can be inter-related with considerations related to retirement such as age, health and years of service, the analysis was repeated excluding all respondents over 40 years of age. This exclusion, which reduced the sample size to 202 respondents, allows us to gain a much clearer appreciation of the factors associated with turnover, apart from health, age and long service.

Looking first at officers' expectations to be with their current police service in five years, cross-tabulations were repeated with the 5-point scale expectation variable (Q. 20) dichotomized into: (a) not likely – those responding somewhat likely, unlikely or no; and, (b) likely – those responding definitely or most likely. Differences in the expectations of officers aged 40 years and younger about the likelihood they will remain with their current police service are as follows.

- The most important objective variable was **police service**, as fully 43% of the SA officers expected **not** to be with their current police service, compared to only 11% of RCMP officers. Within the RCMP grouping, Aboriginal officers were three times as likely as non-Aboriginal officers (17% to 5%) to report low expectations of being with the RCMP



in five years. Similar to the overall result for RCMP officers, just 37% of SA officers “very much hope to be” with their current police service in five years compared to 74% of RCMP officers.

- Aboriginal identity (a count of several identity variables) was important--officers with higher Aboriginal identity scores were more likely to expect not to be with their current police service five years hence (33% to 24%).<sup>27</sup>

In terms of subjective factors, three stand out as significant.

- Respondents who had high scores on an **organizational limitations index** (e.g., limitations for promotion for subsequent opportunities with SAs) were far more likely to indicate that they did **not** expect to remain with their current police service than those who either did not perceive such limitations or considered them unimportant (53% to 9%).
- Officers with low **organizational satisfaction scores** were more likely than those with high scores to expect to move on (30% to 21%).
- Conversely, officers with high organizational dissatisfaction scores were more likely to expect to move on than those with low **organizational dissatisfaction scores** (35% to 10%).

#### Officers 40 and under: Expectations of remaining in their police service by attitudinal indices related to the organization

Attitudinal indices	Do you expect to be a police officer in your current service five years from now? (Q. 20)				
	Definitely	Most likely	Somewhat likely	Unlikely	No
<b>Organizational satisfaction (n=168)</b>					
Low	26.1%	43.5%	11.6%	15.9%	2.9%
High	60.6%	18.2%	10.1%	6.1%	5.1%
<b>Organizational dissatisfaction (n=171)</b>					
Low	64.9%	24.7%	6.5%	3.9%	0%
High	34.0%	30.9%	13.8%	13.8%	7.4%
<b>Organizational limitations (n=175)</b>					
Low	58.5%	32.1%	5.7%	3.8%	0%
Medium	51.2%	26.2%	10.7%	9.5%	2.4%
High	21.1%	26.3%	15.8%	18.4%	18.4%
Total (n=175)	46.9%	28.0%	10.3%	9.7%	5.1%

<sup>27</sup> This survey examines some factors that may influence Aboriginal officer job satisfaction, but this finding, and findings below related to officers “hopes” to remain with their police services, warrant further study, especially where recruitment and retention of Aboriginal officers is a priority.

Given the high correlation between expectations and hopes with respect to remaining with one's current police service, it is not surprising that essentially the same variables that explained variations in expectations also accounted for the variations in hope. For this analysis, 'hope' scores were dichotomized into a "high hope" category, which includes the responses "very much hope to be" with the service in five years and "somewhat hope to be"; "low hope" scores the two corresponding negative scores on the 4-point scaled question.

SA officers who were female and officers who were not in a committed relationship were less likely than their counterparts to report that they "hope very much" or even "hope somewhat" to be a police officer in their current police service in five years.

- The major objective variable associated with the "low hope" category, predictably, was **police service**: SA officers were much more likely to report low hope than the RCMP officers (40% to 10%).
- Within the RCMP grouping, there was a large difference between the Aboriginal and the non-Aboriginal officers as the former were eight times more likely to have low hope scores than the latter (16% to 2%).
- **Females** reported low hope scores more often than male officers (40% to 20%, significant).
- **Single persons** reported low hope scores more than married ones (36% to 22%).

The same three subjective variables that accounted for variation in expectations also accounted for the variation in 'hope' scores, namely organizational satisfaction, organizational dissatisfaction and perceptions of serious organizational limitations for officer job advancement.

- Officers with low organizational satisfaction scores were more likely than those with high scores to report that they did not hope to remain with their current police service (33% to 15%).
- Officers with high organizational dissatisfaction scores were less likely to report that they hope to remain with their current police service (34% to 5%).
- Officers reporting serious organizational limitations for their subsequent advancement in the police also were more likely than their counterparts to indicate that they do not hope (or are unsure about their hopes) to remain with their current police service over the next five years (48% to 11%).

It is clear then that the major variables that have an impact on turnover from the perspective of the police officers – apart from retirement considerations due to age and health – were attributes of the organization in which they are engaged. RCMP officers were much more likely than SA officers to indicate that they expect and hope to remain with their police service. Officers expecting or hoping to be employed elsewhere were more likely to express dissatisfaction with certain features of their police service and to consider that their career advancement was limited by remaining part their service. These views were elaborated upon in comments made by the officers when asked why they did not expect to continue with their police service. Several RCMP officers cited stress factors induced by regulations and the like. One officer noted, "The force has changed dramatically [in recent years] and I cannot see myself dealing with the stress level." Another member reported, "Your personal life is under a microscope all the time and the effects policing has had on home/personal life [is unacceptable to me]."

The SA officers under 40 years of age, on the other hand, emphasized career issues in explaining why they did not expect to remain with the police service. One officer reported, “Lack of advancement opportunities [is a limitation] and job security is always an issue.” Those themes were often restated as in the following quotes from different SA officers:

- “There is a lack of career advancing opportunities and no wage parity with SAs.”
- “The police service may fail anyways due to financial problems within the organization.”
- “Political interference – local politics can take me down even if I work in good faith.”
- “Because I can go no further in this organization. I will never be promoted and I will always be in detachment.”
- “Because of job security. Our organization constantly deals with threats of being removed from the community, depending if the current chief/councillors are pro police or not.”

There are two major policy implications from the preceding analyses. Reducing turnover does clearly appear to be a problem largely among the SA police services. Secondly, the required policies to effect desired changes would appear to be different for the RCMP and the SA police services. For the RCMP, issues of organizational style and employer-employee relations might well be crucial areas to examine. For the SA services, the policies would have to deal with the issues of organizational size, intrinsic job satisfaction, and the long-run security of the police services themselves.

Some suggestions for improving their own policing effectiveness and the community’s assessment of the police service were advanced by the officers upon completing their questionnaires. With respect to “improving your policing effectiveness”, the top two coded open answers were: (a) improve the compensation package and promotion opportunities; and, (b) introduce different organizational policies and practices. SA officers were more likely than RCMP officers to emphasize both the former (46% to 36%) and the latter (30% to 23%). Married officers were more likely than single officers to emphasize better compensation (46% to 33%). With respect to improving the community’s assessment of the policing service, the officers emphasized (a) increase the police complement and resources, and (b) have more community-oriented policing. Interestingly, though, a third suggestion was almost as common as either of the above, namely “better basic performance of basic police functions such as fast response.”

Similar open-ended questions were asked of the officer sample in 1996. At that time the most frequent suggestions for improvement of “your policing effectiveness” were (a) more and better training, and (b) more resources, including more complement or manpower. It would appear that by 2007 the officers’ priorities had shifted to compensation and advancement, perhaps in response to their being more experienced police officers. In terms of suggestions to improve the community’s assessment of the policing service, the 1996 responses focused on “doing community-based policing”, more proactive policing, and educating local leaders and residents about the police role. Here there was much continuity between the 1996 and the 2007 police samples. There were differences in 1996 between the police services in terms of suggestions for improving one’s policing effectiveness. The SA officers highlighted (a) more and better training, and (b) more resources, especially infrastructure, while the RCMP officers highlighted (a) more cultural sensitivity training throughout the RCMP, and (b) better community contact. Aside from resources, such suggestions by either the SA or RCMP officers were much less frequent in 2007.

In 1996, as in 2007, the SA and RCMP officers alike suggested, as ways to improve community assessment of the police service, (a) more community-oriented policing, and (b) educating local leaders and residents about the powers and limits of the police role.

## 5. Conclusions

This section presents what appear to the authors as the most notable findings from the survey of officers policing in Aboriginal communities, including findings from the 2007 survey and the 1996 survey.

### 5.1 Key findings

The key findings of the survey were that:

#### Demographics

- The demographic make-up of officers serving Aboriginal communities has shifted in several respects. The officers are on average three years older than they were in 1996, mirroring the aging of the population in general. As well, the median number of years in policing is up to 12 from 6 in 1996.
- The 2007 sample includes a substantially higher proportion of female officers—up to 18% from 10% in 1996.
- Perhaps most notably, and most relevant for Aboriginal policing planners, is the fact that the 2007 sample includes a much higher proportion of non-Aboriginal officers serving in Aboriginal communities. The survey indicates that the number of Aboriginal officers, as a proportion of all officers serving in Aboriginal communities, may be diminishing. Aboriginal officers represented 69% of the survey sample in 2007 compared to 90% in 1996, and this reduction was evident even in self-administered Aboriginal police services. The survey does not identify the factors influencing this apparent trend, but it may point to the need for targeted recruitment and retention measures.
- Education levels of officers are up markedly, with college/university graduates up to 41% of the sample from 4% in 1996. Officers without high school are down from 20% to 3%.

#### Becoming a Police Officer

- 46% of officers surveyed had older relatives or in-laws that had been officers themselves.
- The main motivational factors for entering the police service, according to respondents, were:
  - “Always wanted to be a police officer” (50%+);
  - Secure, well-paid job (46%, up from 41% in 1996); and
  - Opportunity to travel (39%, up from 35% in 1996).
- RCMP respondents showed a tendency to emphasize practical motivations: pay, security, travel.
- SA officers often pointed to more social or ideological reasons for joining the police force – “help my people” was a motivation often cited.

## Training

- 94% of officers report having had regular recruit training either prior to serving or soon after. This is up from 83% in 1996.
- Training and other career advancement opportunities are reported to be clearly more available to RCMP officers than to SA officers:
  - RCMP special training is up from 1996, and is clearly more frequent than SA special training.
  - RCMP officers are more likely to have a learning development plan in place as a basis for career advancement (48% of RCMP officers compared to 31% of SA officers).
  - RCMP officers are more likely to have mentoring opportunities than SA officers (72% compared to 61%).
  - RCMP officers report more requalification opportunities (80% compared to 65%).
- For RCMP officers, the most frequent training is in Aboriginal cultural training, public safety, investigation, the use of less lethal equipment (e.g. tasers), use of force skills and domestic violence (all with 65% or more of officers reporting having the training).
- 80% of RCMP officers and 69% of SA officers say they receive timely training, but 54% of RCMP and 30% of SA officers say they find their training inadequate.
- The perceived need for further training in **all** identified training areas was high. The top five are as follows:

<u>RCMP</u>	<u>SAs</u>
- Drug investigation (38%)	- Drug investigation (65%)
- Street gangs/organized crime (31%)	- Sexual assault cases (49%)
- Indian Act/Band by-Laws (31%)	- Criminal investigation (47%)
- Supervisory, mgmt skills (25%)	- Supervisory, mgmt skills (43%)
- Traditional peacekeeping (23%)	- Street gangs/organized crime (39%)

## Police Activities

- Paperwork has continued to be an activity often cited by officers as taking a substantial portion of their working hours—80% overall, and 93% of RCMP officers report spending a lot of time on paperwork.
- Court appearances and liaison work in the community were both down from the 1996 figures.
- For the RCMP, car patrols were down to 19% from 24% in 1996 as far as the number of officers citing this as an activity taking a lot of time; for SAs car patrols were up from 42% in 1996 to 56% in 2007.
- For SAs, more time is reportedly spent answering calls for service (52% of officers compared to 40% in 1996), and gathering local information about crime (20% compared to 8% in 1996).
- Officers under 30 years of age in 2007 were more likely to be out on patrol, answering calls for service, investigating crimes, handling traffic enforcement and conducting court preparation and court appearances than older officers.

- Officers older than 40 years of age were more likely in 2007 to be dealing with local leaders, giving local presentations about policing policy and programs, working on school liaison and youth work, and working with other local agencies in the communities, than were the younger officers.
- Female officers reportedly spend more time on administrative duties and special programs than male officers:
  - school liaison and youth work (22% compared to 9% of males);
  - non-crime related services, such as transportation for residents (14% of females compared to 8% of males); and
  - court preparation (50% of females, 33% of males).
- The survey indicates that the personal approach that officers bring to their jobs makes a difference in terms of how they spend their time. Officers who say they believe in a different style of policing in Aboriginal communities are more likely to spend time in alternative activities such as community liaison, non-enforcement types of policing, working with youth, and working with social service, health, and other local agencies.

### **Policing Styles**

- A range of questions asked officers about policing preferences and approaches. Their responses identified three distinct styles:
  - enforcement style (“police should restrict their activities to law enforcement and fighting crime”);
  - social development style (“to be effective, police should be involved in all community problems, not just crime-related problems”); and
  - Community policing (“I work a lot with community agencies and services”).
- Analysis of policing styles with other responses found that:
  - Officers adopting the *enforcement style* were more likely to be young, male, non-Aboriginal, and to have had fewer postings than other officers.
  - Officers adopting the social development style were more likely to be working for a self-administered Aboriginal police service than for the RCMP (68% of SA officers as compared to 41% of RCMP officers). They were also more likely to be older officers, and to have been raised in an Aboriginal community.
  - Officers adopting the community policing style, on the other hand, were somewhat more likely to be RCMP officers (20% of SA officers as compared to 33% of RCMP officers). They were also more likely to be older officers, and single.

### **Policing in Aboriginal Communities**

Officers were asked a number of questions relating to the unique aspects of policing in Aboriginal communities. Several interesting findings emerged.

## **Culturally appropriate policing**

- There was considerable agreement between RCMP and SA officers as to what is required for effective, culturally appropriate policing in Aboriginal communities.
- The differences that did appear indicate that SA officers, and older officers in both service types, tend to emphasize:
  - The importance of having Aboriginal officers serving in the communities;
  - That the police chief should be Aboriginal;
  - That officers should ideally be able to speak the local language; and
  - That officers should live in the communities they serve.
- RCMP officers, and officers who have served longer in the force, tend to emphasize:
  - The need for cultural sensitivity training;
  - The importance of targeted strategies such as community visibility for officers;
  - The fact that professionalism is most important, regardless of culture-related factors.

## **“Big problems in my work”**

Officers were asked to identify particular challenges to their work in Aboriginal communities. Responses were largely common across both service types:

- Not enough officers in my force/detachment (46%);
  - Dealing mostly with unsolvable social problems (38%);
  - Lack of back-up (30%);
  - Balancing paperwork and policing services (30%);
  - An inadequate police building (28%);
  - Inadequate equipment / technology (25%);
  - Unreasonable expectations from my policing organization (24%);
  - Inappropriate community expectations of policing (20%);
  - Dealing with the rules and policies of my police service (8%);
  - Incorporating Aboriginal traditions, local customs and spirituality into regular policing practices (8%);
  - Intimidation by local residents (6%);
  - Intimidation of officers’ family by local residents (4%);
  - Racial slurs or put-downs from other police officers (3%);
  - Dealing with police ethics body (3%);
  - Language and communication difficulties with citizens (2%); and
  - Language and communication difficulties with other officers (1%).
- RCMP officers were more likely to identify balancing paperwork and policing services, unsolvable social problems in the community and unreasonable expectations from the police service as the biggest challenges to the effectiveness of their work.
  - SA officers are more likely to be concerned about the independence of the police and their acknowledgement as professionals, dealing with local political leaders, intimidation



of themselves or their family members by local residents, community mistrust of police and an inefficient police board or governing body.

### Perceived community problems

Officers frequently cited social problems in their communities as a major factor in the nature of their police work and in their perceptions of making a difference in the community. A number of issues were identified as being “very serious community issues”:

- Alcohol, drugs (78% of RCMP officers, 71% of SA officers);
  - Family violence (55%, 47%);
  - Child welfare problems (52%, 41%); and
  - Poverty and unemployment (51%, 39%).
- RCMP officers also identified “social disorder” as a major issue, while SA officers identified “high community expectations for police services” as a “top 5” challenge.

### Community safety

Officers were asked about their own perceptions and to rate the community perceptions as to how safe residents are in relation to different types of crime. The table below illustrates the combined ratings of “very unsafe” and “somewhat unsafe.”

Item	Officers Own Ratings	Officers Rating of Community Perceptions
• Public disorder	22%	33%
• Assaults	51%	59%
• Property crime	61%	69%
• Gang activity	33%	41%
• Drug-related crime	64%	72%
• Firearms	43%	46%

### Other factors in policing in Aboriginal communities

- A majority of all officers rated the relationship between police and the community as being “good” (53%) or “fair” (31%).
- Officers adopting the more traditional *enforcement style* of policing were more likely to perceive serious community problems than those adopting the community development or community policing styles.
- Officers concerned about serious community problems were also more likely to report job dissatisfaction, job stress, and concerns about their police organization.

## **Working Environment**

Officers were asked about their own police organizations and their working conditions.

- There is still a high level of overall organizational satisfaction among RCMP and SA officers, as there was in 1996.
- Loyalty to their police organizations is high, but the feeling that their organizations will protect their members has decreased somewhat from 1996.
- SA officer approval of their performance evaluation process is down from 1996, but RCMP officer approval is up.
- Asked about their intentions to remain with their police service, those responding that it would “take little for me to leave the force” were 22% of RCMP officers (about the same as in 1996), but 37% of SA officers (up from 22% in 1996).
- There is broad support among all officers for policies to promote Aboriginal policing, officer-manager relations, and respect for Aboriginal policing and culture.

## **Job Satisfaction**

- 90% of all officers find their work satisfying—this has remained constant since 1996. This degree of overall job satisfaction compares favourably to a reported 79% of all officers across Canada.
- Solidarity among officers continues to be a significant factor in job satisfaction, with 72% in 1996 and 75% in 2007 agreeing.
- Officer impact on Aboriginal justice also continues to be a significant factor in job satisfaction, but less so in 2007 with 64% agreeing, than in 1996 with 82% agreeing.
- Pay and benefits are not a large factor.
- About one-third of the officers’ report that they are unsure whether they are doing well or poorly at jobs—a reflection of perceived weakness in performance appraisals and ongoing feedback from supervisors.
- Half of all officers believe that the heavy workload they are working under is hampering their ability to perform effectively.
- Officers who report organizational limitations as being serious also report higher levels of job stress and overall job dissatisfaction.

## **Officer Turnover**

Questions relating to officer turnover, known to be a problem for many police services today, were asked in 2007 but not in 1996, so trends cannot be reported here, but findings were indicative of a potential challenge for police services in Aboriginal communities, and especially the self-administered Aboriginal services.

- 70% of all officers expect to be with their current police service in 5 years, and 60% “hope” to be.
- RCMP officers are more likely to expect to stay than their SA counterparts (75% of officers as compared to 64%).
- RCMP officers are also more likely to “hope” to stay (68% as compared to 40%).

- Among young officers, RCMP officers are much more likely to expect to stay in the current police service (89% as compared to 57% of SA officers).
- For older officers, age, health and length of service are primary factors in expectations to stay or not stay with their current organization.
- For officers younger than 40 years of age the major factors are:
  - Lack of advancement potential;
  - Job security;
  - Job-related stress; and
  - Effects of job on personal life.

### **Suggestions for Improved Service**

At the end of the survey, officers were asked to identify any suggestions they had to improve their police services. The following were the most commonly-cited suggestions:

- Increase the police officer complement and resources;
- More community-oriented policing;
- Educate local leaders and residents about police powers and the limits of the police role;
- Better basic police functions such as fast response;
- Improve compensation package and promotion opportunities;
- RCMP: address stress factors related to over-regulation, workload; and
- SA: reaffirm long-term security of police service, address stress from local politics.

### **Policy and Program-related Observations from the Survey Findings**

1. The First Nations Policing Program (FNPP) has as an objective to have Aboriginal officers serving in Aboriginal communities to the extent possible, and Public Safety Canada's contributions to funding officer positions in Aboriginal communities is designed in part to further this objective. The survey indicates that Aboriginal officers as a proportion of all officers serving in Aboriginal communities may be diminishing. Aboriginal officers represented 69% of the survey sample in 2007 compared to 90% in 1996, and this reduction was evident even in self-administered Aboriginal police services. The survey does not identify the factors influencing this apparent trend, but it may point to the need for targeted recruitment and retention measures.
2. The survey does not identify the factors influencing this apparent trend, but it may point to the need for targeted recruitment and retention measures.
3. Efforts to increase the proportion of female officers appear to be working, and education standards applied to recruitment have resulted in a significant enhancement of officer education levels since 1996.

4. Findings regarding the motivational factors for becoming a police officer may offer opportunities for targeted recruitment, especially for self-administered services, where social and ideological motivations appear to be significant.
5. Training and other career advancement practices are more available in the RCMP than for officers in self-administered services, and this has potential implications both for quality of service and for job satisfaction and officer retention. There may be opportunities for training and other career advancement practices to be jointly planned and offered among self-administered services as a way to overcome the diseconomies associated with smaller services.
6. The survey identifies different styles of policing in Aboriginal communities based at least in part on officers' personal inclinations. To the extent that decision-makers seek to promote more of a community policing and culturally appropriate policing model in Aboriginal communities, such inclinations could be factored into job placement strategies.
7. The survey points to the seriousness of entrenched social problems in Aboriginal communities and the impact of these problems, including alcohol and drug abuse, family violence, child welfare problems and poverty and unemployment, on officers' ability to "make a difference". Perceived levels of public safety support these findings. The survey suggests that this issue may have implications for recruitment, retention and job satisfaction over time.
8. In self-administered police services in particular, but also in the RCMP, there appears from the survey to be a major challenge in retaining officers and reducing turnover. The required policies to effect change would appear to be different for the two types of services. For the RCMP, issues of organizational style and employer-employee relations might well be crucial areas to examine. For the self-administered services, future policies in this area would have to deal with issues of organizational size, the ability to deliver culturally appropriate and community-based policing along with enforcement, and the long-run security of the police services themselves, which is perceived by some officers as being in jeopardy.

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**APPENDIX A  
SURVEY MARGINALS**



**NATIONAL SURVEY OF OFFICERS POLICING IN ABORIGINAL  
COMMUNITIES IN CANADA**

**SPONSORED BY THE ABORIGINAL POLICING DIRECTORATE**

**PUBLIC SAFETY AND SECURITY, CANADA**

This survey of police officers in Aboriginal communities across Canada is sponsored by the federal government in collaboration with police services throughout the country. Its purpose is to obtain information on the working conditions, views, attitudes and concerns of the police officers in regard to their policing activities and roles. There are no right or wrong answers. Your assessments and opinions will contribute to the development of more effective Aboriginal policing policies. Your participation will ensure that we accurately and effectively represent your attitudes and concerns.

This survey is a follow-up to the initial national survey of police officers in Aboriginal communities sponsored by the Aboriginal Policing Directorate in 1995/96. There was great cooperation then from officers in all five police systems – the RCMP, OPP, SQ, Self-Administered First Nations Police Services, and Band Constable Services – and it is hoped that the cooperation will be at the same high level in this instance. Such cooperation will facilitate the identification of trends and issues in Aboriginal policing. The 1995/96 report, and the report from this survey, will be sent via electronic copy to all respondents who indicate that they wish to receive it.

When you have completed this questionnaire, please mail it back to us using the enclosed large stamped, pre-addressed envelope as soon as possible, hopefully within a few days after receiving the questionnaire. You do not have to put your name on the questionnaire as the questionnaires are numbered so that we can keep track of the mail-outs. All information will be treated with complete confidentiality and anonymity. Analyses of the information obtained from the questionnaires will be grouped or aggregated and no individual survey will ever become available to anybody but the researchers. Your specific answers will be held in strict confidence.

Feel free to direct any questions you may have about the survey or about specific questions to Richard Gill, the project director, by e-mail to [aldgil@sympatico.ca](mailto:aldgil@sympatico.ca) or by phone at 613-729-2558. You may also contact the responsible officer at the Aboriginal Policing Directorate, Savvas Lithopoulos, at 613-998-7627.



**ABORIGINAL POLICING QUESTIONNAIRE MARGINALS**

Survey # \_\_\_\_\_

**PERSONAL BIOGRAPHY**

1) Year of Birth: \_\_\_\_\_

2) Sex:

Male.....	1	82.3%	
Female .....	2	17.7%	n = 311

3) Marital Status: (*Check appropriate category.*)

Single (never married) .....	1	16.7%	
Married (including common-law) .....	2	74.7%	
Divorced .....	3	5.4%	
Separated .....	4	2.9%	
Widowed.....	5	0.3%	n = 312

4) Ethnocultural identity: (*Check appropriate category.*)

Status (Registered) North American Indian ..	1	55.3%	
Non-Status North American Indian.....	2	1.9%	
Métis .....	3	9.6%	
Inuit .....	4	1.9%	
Non-Aboriginal.....	5	31.2%	n = 311

5) Level of formal education attained: (*Check appropriate category.*)

Less than high school diploma .....	1	2.7%	
High school diploma or equivalency .....	2	20.4%	
Some University or Community College .....	3	35.5%	
College or University Degree .....	4	40.5%	
Graduate School .....	5	1.0%	n = 299

6) Upbringing:

	Yes	No	n
a) Were you raised by an Aboriginal family?	59.1%	40.9%	296
b) Were you raised in a mainly Aboriginal community?	44.8%	55.2%	297
c) Did you grow-up on a First Nations reserve?	37.4%	62.6%	289
d) Did you spend significant time away from your home community while growing up?	28.3%	71.7%	293





**NATIONAL SURVEY OF OFFICERS POLICING IN ABORIGINAL COMMUNITIES  
IN CANADA**

7) Language:

	Yes	No	n
a) Can you speak an Aboriginal language? .....	24.2%	75.8%	310
b) If Yes: Please specify which one(s) _____			
c) Would you say you speak this language fluently? .....	13.2%	86.8%	205
d) Is this the Aboriginal language spoken in the community you are working in? .....	48.0%	52.0%	198

**OCCUPATIONAL CAREER**

- 8) Policing History:
- a) Years in Police Work..... \_\_\_\_\_
  - b) Years with Current Police Service..... \_\_\_\_\_
  - c) Years Spent Policing in Aboriginal Communities..... \_\_\_\_\_
  - d) Postings since recruitment training:

Community Name	Aboriginal Community			Organization				n
	Yes	No	n	RCMP	Self-admin	OPP	SQ	
1 <sup>st</sup> posting	79.5%	20.5%	292	67.1%	25.6%	5.9%	1.4%	219
2 <sup>nd</sup> posting	81.0%	19.0%	205	75.2%	20.9%	3.3%	0.7%	153
3 <sup>rd</sup> posting	78.3%	21.7%	143	76.6%	18.9%	3.6%	0.9%	111
4 <sup>th</sup> posting	71.1%	28.9%	97	77.2%	17.7%	3.8%	1.3%	79
5 <sup>th</sup> posting	71.6%	28.4%	67	71.7%	25.0%	3.3%	0.0%	60
6 <sup>th</sup> posting	84.0%	16.0%	50	57.5%	28.8%	12.3%	1.4%	73
7 <sup>th</sup> posting	86.7%	13.3%	30	70.8%	16.7%	12.5%	0.0%	48



**NATIONAL SURVEY OF OFFICERS POLICING IN ABORIGINAL COMMUNITIES  
IN CANADA**

9) Current status in police organization:

- a) Rank \_\_\_\_\_
- b) Role or function

General patrol duty .....	1	58.7%	
Detective.....	2	2.8%	
Specialized operational duties (e.g. forensic, school liaison).....	3	2.8%	
Administrative duties (e.g. training, human resources).....	4	2.5%	
Community relations/liaison .....	5	6.0%	
Management/supervisory .....	6	17.4%	
Other (Please specify) _____... 7		9.6%	n = 281

10) Are you represented by a police association or union?

Yes.....	1	37.4%	
No .....	2	62.6%	n = 313

11.a) Do you currently live in the community that you are serving?

Yes.....	1	61.0%	
No .....	2	39.0%	n = 310

b) Is the community which you currently police, the community you grew up in?

Yes.....	1	26.1%	
No .....	2	73.9%	n = 310

c) Do you have family members living in the community you police?

Yes.....	1	43.4%	
No .....	2	56.6%	n = 311

12) In your view what problems are there for an officer policing a small community where he or she grew up?

Conflict of interest situation (e.g. family pressures).....	65.7%	
People expect more from you .....	5.9%	
False accusations of bias would be greater.....	2.0%	
People in the community take things personally .....	3.1%	
You are always on call (no balance in life) .....	4.7%	
Reprisals can be directed at family and friends .....	6.7%	
Other .....	9.4%	
None .....	2.4%	n = 254



**NATIONAL SURVEY OF OFFICERS POLICING IN ABORIGINAL COMMUNITIES  
IN CANADA**

13) In your view what advantages are there for an officer policing in a small community where he or she grew up?

Know people and conditions better .....	76.6%	
Can count on people for support.....	3.5%	
Know the terrain.....	5.1%	
Fellow officers' respect special knowledge.....	0.8%	
Can be a good role model.....	2.0%	
Culturally appropriate policing.....	3.1%	
Something unrelated to policing or to the police service .....	0.8%	
Other.....	4.7%	
None .....	3.5%	n = 256

14) How important were the following reasons in your decision to become a police officer?

	Not Important	Somewhat Important	Very Important	n
a) My family and friends encouraged me to join .....	42.7%	36.5%	20.8%	307
b) It's one of the ways for a person to get respect from people.....	72.5%	22.2%	5.3%	302
c) I was seeking a secure, well paid job .....	15.0%	38.6%	46.4%	306
d) I wanted to do a job that helps people.....	2.6%	14.8%	82.6%	311
e) It offered an opportunity to travel and expand my experience .....	25.7%	35.0%	39.3%	303
f) I always wanted to be a police officer.....	17.3%	25.9%	56.8%	301
g) A friend/family member is/was a police officer.....	52.2%	20.7%	27.1%	299
h) I wanted to improve the way the justice system operates in Aboriginal communities.....	30.7%	40.0%	29.3%	300
i) I wanted to promote self-government .....	73.2%	18.8%	8.1%	298
j) It was the best job available .....	64.7%	21.8%	13.5%	303
k) I enjoyed positive relationships with local police, who encouraged me to apply.....	35.0%	36.0%	29.0%	300
l) Other (Please specify) .....	50.0%	6.9%	43.1%	58

15) How were you recruited?

Print Advertising .....	1	9.5%	
TV/Radio .....	2	1.0%	
Website .....	3	3.0%	
Recruiting Display/Exhibit.....	4	3.4%	
RCMP Officer .....	5	18.6%	
Musical Ride Presentation.....	6	1.0%	
Career Counsellors .....	7	3.0%	
High School.....	8	31.8%	
Family Member/Friend.....	9	28.7%	
Other (Please specify) .....	10	0.0%	n = 296



**NATIONAL SURVEY OF OFFICERS POLICING IN ABORIGINAL COMMUNITIES  
IN CANADA**

16) Do you have any close relatives or in-laws, older than yourself, who have been or are currently police officers, or work in other law enforcement capacities?

Yes..... 1 46.0%  
No ..... 2 54.0% n = 315

17) Please indicate to what extent you agree with the following statements.

	Strongly Agree	Agree	Disagree	Strongly Disagree	n
a) Police work is exciting most of the time .....	19.0%	51.9%	25.2%	3.9%	310
b) Police work makes it difficult to lead a normal life .....	27.4%	39.7%	28.7%	4.2%	310
c) Police work enables you to use virtually all your talents and special skills .....	24.2%	51.6%	22.2%	2.0%	306
d) Police work means solidarity and loyalty among the officers in the organization.....	21.8%	51.0%	22.1%	5.2%	308
e) Police work gets respect from most citizens .....	5.2%	67.3%	23.5%	3.9%	306
f) Police work is a good way to help people .....	44.4%	52.3%	2.6%	0.7%	306
g) Police work often results in an officer getting caught up in local 'politics'.....	15.6%	34.8%	40.1%	9.6%	302

18) What are the two most important ways that your policing experience has met or exceeded your hopes and expectations about being a police officer?

	1 <sup>st</sup> reason	2 <sup>nd</sup> reason
Extrinsic job satisfaction factors-general working condition .....	14.3%	24.6%
Intrinsic job satisfaction factors-learning, challenging job.....	48.9%	31.2%
Being a positive role model .....	7.4%	11.1%
The organization's positive policies and practices .....	3.9%	6.0%
The camaraderie in policing .....	5.2%	9.5%
The positive community response .....	4.3%	5.0%
Success achieved in police work (arrests, solving crimes).....	7.4%	5.0%
Other .....	5.6%	7.5%
None .....	3.0%	
	n = 231	n = 199



**NATIONAL SURVEY OF OFFICERS POLICING IN ABORIGINAL COMMUNITIES  
IN CANADA**

19) What are the two most important ways that your policing experience has ‘not’ lived up to your hopes and expectations about being a police officer?

	1 <sup>st</sup> reason	2 <sup>nd</sup> reason
Extrinsic job satisfaction factors-general working conditions, pay	11.0%	5.7%
Intrinsic job satisfaction factors-boring, accomplish little .....	13.8%	14.8%
The organization’s negative policies and practices .....	15.1%	11.9%
Attitudes and behaviours of my co-workers in local service .....	7.3%	5.7%
The community response (lack of support, of appreciation) .....	10.6%	12.5%
Lack of support of police management or police board .....	11.9%	8.5%
Too few resources to do policing work effectively .....	3.7%	10.8%
Lack of support or disrespect from SAs .....	1.8%	5.1%
The politics .....	14.7%	16.5%
Other .....	6.9%	8.0%
None .....	3.2%	0.6%
	n = 218	n = 176

20) Do you expect to be a police officer in your current police service five years from now?  
(Check one response.)

Definitely	Most Likely	Somewhat Likely	Unlikely	No	n
41.8%	27.9%	11.5%	8.7%	10.1%	287

21) If you checked off “unlikely”, “no” or “not sure”, what is the major reason you think that?  
(Please describe.)

Personal reasons unconnected to policing – age, health, etc. ....	37.3%	
Negative features of my police service.....	14.9%	
Stresses and strains of policing as a job.....	7.5%	
Extrinsic job factors: pay, schedule, paperwork, job security .....	17.9%	
Intrinsic job factors: job doesn’t suit me, boring, no autonomy .....	6.0%	
Community negatives .....	1.5%	
Better opportunities may present themselves .....	10.4%	
Other .....	4.5%	
None .....	3.0%	n = 67



**WORKING ENVIRONMENT**

22) Current detachment or policing service size:

a) How many persons (apart from yourself) are assigned to police your particular area or community(ies) of responsibility?

Number of persons: \_\_\_\_\_

b) How many communities or distinct areas do you have policing responsibility for?

Number of communities/distinct areas: \_\_\_\_\_

23) Description of policing area:

a) Which of the following best describes your policing area?

Rural .....	1	28.7%	
Village .....	2	29.7%	
Small Town .....	3	6.3%	
Mixed Rural and Small Town .....	4	33.2%	
City .....	5	2.1%	n = 286

b) Is this a Fly-in or Boat-in area, or a road-accessible area that is considered isolated?

Yes .....	1	30.6%	
No .....	2	69.4%	n = 304

c) What is the approximate population of the area you police?

Population: \_\_\_\_\_

d) What type of community(ies) are you serving?

First Nation reserve .....	1	65.3%	
Métis community .....	2	1.3%	
Inuit community .....	3	4.7%	
Area including a reserve and non-Aboriginal communities .....	4	14.1%	
Area including non-reserve Aboriginal communities and non-Aboriginal communities .....	5	3.7%	
Mix of different Aboriginal communities .....	6	8.1%	
Other (Please specify) _____	7	2.7%	n =

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**NATIONAL SURVEY OF OFFICERS POLICING IN ABORIGINAL COMMUNITIES  
IN CANADA**

24) How serious a problem is each of the following in the Aboriginal communities you serve?

	Very Serious	Somewhat Serious	Not too Serious	Not at all Serious	n
a) Large geographical distances to patrol .....	21.6%	20.3%	28.5%	29.5%	305
b) High levels of violent crime.....	31.6%	40.4%	22.1%	5.9%	307
c) High levels of social disorder .....	42.0%	34.2%	19.5%	4.2%	307
d) Feuding between family or other groups .....	31.5%	38.0%	23.9%	6.6%	305
e) Gang activity.....	12.8%	24.3%	34.4%	28.5%	305
f) Suicide .....	22.7%	27.6%	32.5%	17.2%	308
g) Gambling .....	12.4%	30.5%	38.6%	18.5%	298
h) Organized crime.....	12.8%	20.6%	31.1%	35.5%	296
i) High poverty and unemployment.....	44.6%	29.3%	19.2%	6.8%	307
j) Inadequate housing, overcrowding .....	35.1%	27.9%	23.9%	13.1%	305
k) High community expectations for police service.....	37.0%	38.3%	20.8%	4.0%	303
l) Difficulty getting or keeping officers .....	31.8%	29.8%	22.8%	15.6%	302
m) Inadequate protocols with SAs .....	9.0%	15.5%	35.9%	39.7%	290
n) Family violence.....	51.1%	35.3%	11.3%	2.3%	309
o) Child welfare problems.....	46.6%	35.2%	14.3%	3.9%	307
p) Political interference .....	22.4%	31.3%	34.2%	12.2%	304
q) High levels of property crime .....	33.8%	34.1%	26.3%	5.8%	308
r) Alcohol or drug problems .....	74.4%	21.1%	4.2%	0.3%	308
s) Technological barriers (e.g., incompatible or inadequate radio or computer equipment) .....	18.4%	25.0%	31.3%	25.3%	304

25) In your view, how safe are residents in your reserve or policing area from each of the following?

	Very Safe	Somewhat Safe	Somewhat Unsafe	Very Unsafe	n
a) Public disorder .....	25.3%	52.0%	16.1%	6.6%	304
b) Assault (physical, sexual, etc.).....	6.2%	43.0%	27.0%	23.1%	307
c) Property crime (b&e, theft, damage, vandalism) ..	2.6%	36.9%	33.0%	27.5%	306
d) Gang activity.....	24.1%	42.9%	22.8%	10.2%	303
e) Drug-related crimes.....	3.9%	31.9%	36.8%	27.4%	307
f) Illegal use of firearms .....	13.2%	43.9%	29.0%	13.9%	303



**NATIONAL SURVEY OF OFFICERS POLICING IN ABORIGINAL COMMUNITIES  
IN CANADA**

26) How would you describe the **perceptions** of people living in the Aboriginal communities you serve when it comes to each of the following?

	Very Safe	Somewhat Safe	Somewhat Dangerous	Very Dangerous	n
a) Public disorder .....	16.7%	50.2%	25.3%	7.8%	293
b) Assault (physical, sexual, etc.).....	3.7%	36.9%	35.9%	23.4%	295
c) Property crime (b&e, theft, damage, vandalism) ..	2.7%	28.7%	41.2%	27.4%	296
d) Gang activity .....	21.2%	37.7%	25.7%	15.4%	292
e) Drug-related crimes.....	3.8%	23.9%	41.3%	31.1%	293
f) Illegal use of firearms .....	10.7%	43.3%	28.9%	17.2%	291

27) How would you rate the relationship between most people in your community and the police?  
(Check one.)

Excellent	Good	Fair	Poor	n
7.2%	52.8%	30.8%	9.2%	305

**TRAINING**

28.a) Did you receive regular recruit training provided to officers, either in your current organization or at another recognized police organization, prior to your first assignment?

Yes.....	1	95.3%	
No .....	2	4.7%	n = 300

b) If “no”, did you receive this recruit training at a later time?

Yes.....	1	58.1%	
No .....	2	41.7%	n = 295

c) What organization provided this training? \_\_\_\_\_

d) Did you receive formal certification for completing this training?

Yes.....	1	21.5%	
No .....	2	78.5%	n = 284





**NATIONAL SURVEY OF OFFICERS POLICING IN ABORIGINAL COMMUNITIES  
IN CANADA**

29) Have you received special training in the following areas, over and above your recruitment training?

	Yes	No	n
Public Safety.....	58.3%	41.7%	295
Firearms Instructor .....	21.5%	78.5%	284
Basic Instructor/Facilitator .....	26.8%	73.2%	287
General Criminal Investigation .....	61.2%	38.8%	299
Police Supervision.....	41.8%	58.2%	294
Surveillance Techniques.....	16.4%	83.6%	287
Water Transport.....	31.6%	68.4%	285
Leadership Training.....	39.6%	60.4%	293
Drug Investigation.....	30.6%	69.4%	291
Undercover Operations.....	8.2%	91.8%	282
Sexual Assault Investigation .....	47.5%	52.5%	297
Aboriginal cultural Training.....	50.2%	49.8%	299
Bike Patrol.....	9.5%	90.5%	284
Major Crime .....	19.2%	80.8%	287
Accident Investigation.....	44.0%	56.0%	291
Case management.....	18.9%	81.1%	285
Forensic Interviewing.....	29.1%	70.9%	282
Counselling.....	18.5%	81.5%	286
Less Lethal Weapons (e.g. taser, pepper spray) .....	87.0%	13.0%	301
Other Use of Force Skills .....	72.8%	27.2%	301
Search Warrant .....	38.0%	62.0%	292
Report Writing.....	49.3%	50.7%	294
Disclosure.....	38.0%	62.0%	287
Testifying.....	43.3%	56.7%	291
Domestic Violence .....	63.2%	36.8%	302
Media Relations.....	26.5%	73.5%	291
Public Speaking .....	34.5%	65.4%	292
Coaching or Mentoring.....	42.8%	57.2%	297
Computer Literacy.....	31.0%	69.0%	290
An Aboriginal Language .....	9.4%	90.6%	287
Working with Volunteers .....	21.7%	78.3%	286
Community/Problem oriented policing .....	43.8%	56.2%	290
Dealing with mentally disturbed or suicidal people .....	47.3%	52.7%	292
First Aid/CPR.....	90.4%	9.6%	302
Vehicle Theft.....	15.6%	84.4%	289
Fraud.....	17.8%	82.2%	287
Hostage Negotiation .....	7.7%	92.3%	287
Computer Crime.....	5.3%	94.7%	284
Forensic Identification.....	18.2%	81.8%	286
Explosives.....	4.2%	95.8%	285
Intelligence .....	22.6%	77.4%	287
Drug Abuse Prevention .....	28.8%	71.2%	288
Crime Prevention.....	34.0%	66.0%	288
Radar .....	72.9%	27.1%	299
Breath Alcohol Testing.....	56.7%	43.3%	289
Decision-making.....	40.7%	59.3%	290
Problem Solving .....	43.3%	56.7%	303



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30) Besides those listed above, what formal police training and upgrading courses beyond the recruit level have you taken and in what areas of policing were they?

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31) Are you given timely opportunities for requalification in required areas?

Yes..... 1 74.3%  
 No ..... 2 25.7% n = 303

32) How adequate has the training you have received so far been for your police work in an Aboriginal community?

Very Adequate	Adequate	Somewhat Adequate	Not Adequate	n
23.0%	39.3%	26.9%	10.8%	305

33) To what extent do you feel you require more training and information in the following areas for policing in an Aboriginal community?

	None/ Little	Moderate	A lot	n
a) Criminal investigation.....	27.8%	43.1%	29.2%	295
b) Drug investigations .....	14.5%	34.3%	51.2%	297
c) Street gangs/organized crime .....	23.2%	41.6%	35.2%	303
d) Community relations.....	30.7%	45.1%	24.2%	293
e) Traditional peace keeping techniques .....	31.7%	42.1%	26.2%	290
f) Paperwork and case preparation.....	45.1%	38.0%	16.8%	297
g) Dealing with family violence cases.....	34.3%	39.1%	26.6%	297
h) Community policing .....	40.5%	39.2%	20.3%	296
i) Dealing with sexual assault cases .....	24.7%	40.5%	34.8%	296
j) Mediation and Dispute Resolution.....	24.8%	49.7%	25.5%	294
k) Vehicle accident investigation .....	38.2%	41.6%	20.1%	293
l) Youth programs.....	23.0%	48.0%	29.1%	296
m) Public speaking .....	40.6%	39.2%	20.1%	293
n) Media relations.....	35.1%	41.2%	23.7%	291
o) Supervisory and management skills.....	22.9%	42.8%	34.2%	292
p) Indian Act/Band by-Laws .....	24.6%	41.8%	33.7%	297
q) Crime Prevention .....	33.1%	43.6%	23.3%	287
r) Other (Please specify) _____	12.5%	25.0%	62.5%	40
s) Other (Please specify) _____	18.2%	27.3%	54.5%	22
t) Other (Please specify) _____	25.0%	31.3%	43.8%	16



**Supervisory Opportunities:**

34.a) Are you ever given the opportunity to supervise other officers (for example, file reviews, completion of performance assessments, informal supervisory assignments)?

Yes..... 1 64.9%  
No ..... 2 35.1% n = 308

b) If not, why do you think that is? (*Check all reasons that apply.*)

I don't have enough experience to be asked..... 1 36.8%  
Only senior ranks are given supervisory roles..... 2 43.2%  
Too busy ..... 3 8.4%  
My organization doesn't give enough attention to training in  
this area..... 4 22.1%  
Other (Please specify) ..... 5 15.8% n = 120

**Mentoring:**

35.a) Do you have the opportunity to be mentored by another officer in your organization?

Yes..... 1 63.9%  
No ..... 2 36.1% n = 305

b) If not, why not? (*Check all reasons that apply.*)

Too busy ..... 1 32.2%  
Nobody has offered to take on that role for me ..... 2 29.9%  
Mentoring is not supported in our office ..... 3 24.1%  
I don't know how to go about finding a mentor ..... 4 13.8%  
Other (Please specify) ..... 5 25.0% n = 109

c) Have you had the opportunity to act as a mentor to another officer in your organization?

Yes..... 1 71.0%  
No ..... 2 29.0% n = 303

d) If no, why not? (*Check all reasons that apply.*)

Too busy ..... 1 28.1%  
Nobody has sought my help in that way..... 2 49.1%  
Mentoring is not supported in our office ..... 3 21.1%  
I don't know how to initiate a mentoring relationship ..... 4 21.1%  
Other (Please specify) ..... 5 0.0% n = 68



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**Continuous Learning:**

36.a) Do you have a learning/development plan in place at present?

Yes.....	1	38.2%	
No .....	2	60.8%	n = 306

b) Do you feel that your organization supports you in implementing your plan?

Strong Support	Moderate Support	Little Support	No Support	n
15.2%	40.1%	27.8%	16.9%	237

c) Do you think the location where you currently serve makes implementing your plan difficult?

Yes.....	1	52.7%	
No .....	2	47.3%	n = 277

**DOING POLICE WORK**

37) Policing Activities: Please indicate how much time, over an average month, you spend on each of the following activities.

	None/ Little	Moderate	A Lot	n
a) Patrolling in cars (looking and waiting for calls).....	28.7%	33.7%	37.7%	300
b) Patrolling on foot (looking and waiting for calls).....	78.9%	18.7%	2.3%	299
c) Dealing informally (i.e., no arrest) with minor disputes between people.....	14.0%	45.2%	40.9%	301
d) Providing information to citizens about the law, courts, police, etc ..	21.9%	55.3%	22.8%	302
e) Doing paper work.....	5.0%	11.0%	84.0%	300
f) Court preparation and appearances .....	28.1%	35.8%	36.1%	299
g) Doing traffic enforcement .....	49.2%	40.1%	10.8%	297
h) Answering calls for service.....	13.3%	40.2%	46.5%	301
i) Investigating crimes .....	15.7%	41.1%	43.1%	299
j) Developing and using informants .....	67.0%	27.3%	5.7%	300
k) Speaking at public meetings or making presentations to community groups.....	57.1%	31.0%	11.9%	303
l) School, liaison and youth work.....	54.3%	34.3%	11.3%	300
m) Dealing with local political leaders and elected officials.....	44.4%	35.4%	20.2%	302
n) Providing non-crime-related community services such as transportation for residents, escorts at funerals and public events .....	53.2%	38.1%	8.7%	299
o) Working with other agencies (e.g., social services).....	15.7%	52.5%	31.8%	305
p) Gathering criminal intelligence.....	41.7%	45.0%	13.3%	300



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38) Please indicate to what extent you agree with the following statements about policing in general.

	Strongly Agree	Agree	Disagree	Strongly Disagree	n
a) Police should restrict their activities to enforcing the law and fighting crime .....	8.1%	21.5%	52.2%	18.2%	297
b) Making an arrest is not usually the best way to solve a problem.....	13.7%	59.9%	22.6%	3.8%	292
c) Spending time talking to ordinary citizens is good police work.....	53.3%	45.4%	0.3%	1.0%	304
d) The highest priority for police is whatever problem disturbs the community the most .....	22.7%	55.3%	20.3%	1.7%	300
e) Maintaining peace and order between people is just as important as catching criminals .....	37.7%	58.4%	3.0%	1.0%	305
f) To be effective the police should be involved in all community problems, not just crime-related problems .....	24.0%	48.3%	23.3%	4.3%	300
g) Enforcing the law in society is the most important job of the police.....	11.4%	46.0%	39.6%	3.0%	298
h) The best way to measure police efficiency is by detection and arrest rates.....	1.0%	13.0%	69.7%	16.3%	300
i) Too much police time is wasted on dealing with less important problems of citizens.....	9.9%	29.6%	49.0%	11.6%	294



**POLICING IN ABORIGINAL COMMUNITIES**

39) To what extent do you agree with the following statements about your approach to policing in an Aboriginal community?

	Strongly Agree	Agree	Disagree	Strongly Disagree	n
a) I spend a lot of time getting to know people in the community .....	25.3%	61.0%	12.7%	1.0%	300
b) I prefer to use methods other than arrest to deal with policing problems in the community.....	14.9%	64.1%	19.3%	1.7%	295
c) I find that being verbally or physically aggressive helps a lot in law enforcement .....	1.0%	10.1%	62.1%	26.8%	298
d) I try to police in ways that minimize the need for backup assistance .....	15.3%	59.2%	22.8%	2.7%	294
e) I get a lot of assistance and collaboration from community residents .....	10.5%	58.4%	23.6%	7.4%	296
f) I work a lot with community agencies and services.....	17.2%	68.0%	14.1%	0.7%	297
g) I am likely to give a person a break or a second chance when they committed a minor crime.....	10.8%	62.5%	24.7%	2.1%	288
h) I think it is important for police officers to stick together and not discuss police problems with outsiders .....	16.7%	38.7%	38.0%	6.6%	287
i) Sometimes I find it useful to detain a person for several hours without laying any formal charge .....	5.2%	31.4%	44.5%	19.0%	290
j) My style of policing Aboriginal communities is different from the approach used in comparable non-Aboriginal communities .....	20.6%	41.5%	29.8%	8.1%	272
k) I work a lot with other police services .....	14.0%	48.2%	31.6%	6.3%	301



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40) Do you think that policing in Aboriginal communities differs from policing in similar-sized, non-Aboriginal communities in the following ways?

	Yes	No	n
a) More involvement in community life .....	70.8%	29.2%	277
b) More stress and turnover among officers.....	77.3%	22.7%	269
c) A greater expectation for policing service by community people .....	83.2%	16.8%	280
d) More emphasis on alternative, restorative or informal justice .....	75.8%	24.2%	277
e) Intimidation by local residents .....	51.3%	48.7%	277
f) Intimidation of officer's family by local residents.....	44.7%	55.3%	266
g) More diversity in public views of policing .....	60.9%	39.1%	258
h) Fewer community services to partner with .....	58.7%	41.3%	276
i) Officers are more respected by community people.....	42.4%	57.6%	264
j) A greater expectation of leniency by community people.....	71.6%	28.4%	275
k) More risk of political pressure from community leaders .....	74.5%	25.5%	278
l) Greater expectation to be a role model for youth.....	70.9%	29.1%	278
m) Other (Please specify) _____	70.6%	29.4%	17

41) Would you agree with the following characterizations of Aboriginal policing?

	Yes	No	n
a) It is primarily community-based policing .....	70.6%	29.4%	286
b) There is a different relationship between police and community .....	81.8%	18.2%	286
c) It is regular policing, but more of it .....	68.6%	31.4%	277
d) It has different objectives than regular policing.....	63.1%	36.9%	282
e) It operates on different principles .....	60.9%	39.1%	276
f) It is too early to grasp its unique features .....	26.9%	73.1%	201

42) In your opinion how important is each of the following to ensuring culturally appropriate policing?

	Very Important	Somewhat Important	Not too Important	Not at all Important	n
a) Aboriginal police officers .....	41.3%	36.0%	18.7%	4.0%	300
b) Police officers with Aboriginal awareness training .....	55.5%	36.9%	5.6%	2.0%	301
c) Police officers who live in the community .....	32.0%	32.0%	29.3%	6.7%	300
d) An Aboriginal police chief.....	19.7%	22.7%	34.9%	22.7%	295
e) Learning the Aboriginal culture.....	54.0%	37.9%	6.7%	1.3%	298
f) Being more visible or involved in the community.....	62.0%	32.3%	5.0%	0.7%	300
g) Speaking or understanding the language.....	20.7%	40.0%	33.2%	6.1%	295
h) Being well-trained and acting professionally.....	82.9%	16.4%	0.7%	0.0%	299
i) Understanding and taking into account Aboriginal methods of justice .....	47.5%	40.1%	9.8%	2.7%	297
j) Other (Please specify) _____	84.6%	0.0%	15.4%	0.0%	13



**ORGANIZATIONAL ASSESSMENT**

43) How much do you agree or disagree with the following statements about your police organization?

	Strongly Agree	Agree	Disagree	Strongly Disagree	n
a) My police organization has good working relations with local political leaders and elected officials .....	20.5%	63.7%	13.4%	2.4%	292
b) It would take very little for me to leave this police force .....	6.8%	22.8%	41.8%	28.6%	294
c) Rules and regulations here hamper my ability to do a good job.....	4.8%	17.7%	61.8%	15.7%	293
d) This organization protects its members from external pressures and criticisms.....	3.9%	29.9%	50.5%	15.7%	281
e) I feel very loyal to this policing organization .....	34.1%	52.8%	10.7%	2.4%	290
f) My police organization has good policies in place to promote Aboriginal policing.....	19.3%	51.6%	20.7%	8.4%	284
g) This organization is helpful to its members regarding their personal problems.....	9.9%	50.4%	25.5%	14.2%	282
h) There is a positive working relationship between officers and managers in our office.....	20.5%	52.1%	17.0%	10.4%	288
i) Performance evaluation of officers here is usually carried out in a competent and fair manner.....	13.6%	58.1%	19.1%	9.2%	272
j) The leadership of my police organization is knowledgeable about Aboriginal policing requirements and approaches .....	20.1%	56.3%	19.0%	4.6%	284
k) Sometimes I feel trapped in this police organization ....	7.5%	27.5%	45.4%	19.7%	295
l) Aboriginal culture is respected in my police organization.....	20.0%	62.8%	13.1%	4.1%	290
m) I believe that nowadays there is too much community direction and input in my police organization.....	10.6%	29.3%	53.8%	6.2%	273

44) How would you assess the quality of the supervision you receive in your organization?

Very high Quality	Moderately High Quality	Not too High Quality	Poor Quality	n
13.4%	55.1%	23.3%	8.2%	297





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45) Is there a local organizational problem/need that is most challenging for the police service? (*Please describe.*)

Being able to do solid policing work (lack of resources, etc.).....	38.9%	
Having to deal with macro problems playing out at community level .....	12.0%	
Working better with the community.....	7.8%	
Attitudes and expectations of the community re policing need changing.....	4.8%	
Networking and collaborating with other police services .....	9.0%	
Dealing with local politics.....	12.0%	
Other .....	6.6%	
None .....	9.0%	n = 167

46) Is there a particular organizational feature of your local police service that you are especially proud of? (*Please describe.*)

Provide solid basic policing with limited resources .....	21.1%	
Provide culturally sensitive policing .....	11.8%	
Have a strong community/culturally sensitive organization.....	27.3%	
Have a good reputation in other policing circles .....	1.9%	
Have a good reputation in the community or society at large .....	10.6%	
Have dealt well with local politics .....	2.5%	
Is making effective action against crime and for public safety .....	6.8%	
Other .....	6.8%	
None .....	11.2%	n = 161

**JOB SATISFACTION**

47) How much do you agree or disagree with the following statements?

	Strongly Agree	Agree	Disagree	Strongly Disagree	n
a) On the whole, I find my work satisfying.....	27.9%	61.3%	8.8%	2.0%	297
b) My job gives me a great deal of personal satisfaction .....	25.4%	61.0%	11.9%	1.7%	295
c) I often have trouble figuring out whether I'm doing well or poorly at this job .....	1.7%	28.1%	58.6%	11.5%	295
d) The amount of work I'm expected to do makes it difficult for me to do my job well .....	12.1%	37.7%	45.8%	4.4%	297
e) Almost none of the work I do stirs up my enthusiasm..	3.8%	13.1%	68.7%	14.4%	291
f) The pay and fringe benefits constitute a big factor in my job satisfaction .....	10.1%	48.1%	35.4%	6.4%	297
g) The solidarity and loyalty among my fellow officers is a big factor in my job satisfaction .....	17.6%	56.8%	21.3%	4.4%	296
h) Having a positive impact on Aboriginal justice problems is a big factor in my job satisfaction .....	12.6%	51.4%	33.2%	2.8%	286
i) Being a role model for local youth is a big factor in my job satisfaction .....	23.9%	63.8%	11.6%	0.7%	293
j) Having a positive impact on Aboriginal public security is a big factor in my job satisfaction.....	25.3%	59.1%	14.5%	1.0%	296



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48) How stressful do you find the following work and personal aspects of your assignment?

	Very Stressful	Stressful	Not too Stressful	Not at all Stressful	n
a) Work schedules (e.g., shift, hours).....	13.8%	34.9%	39.3%	12.1%	298
b) Relations with my coaches and liaison officers .....	2.1%	11.2%	62.5%	24.2%	285
c) Relations with my supervisors .....	6.4%	15.6%	53.2%	24.7%	295
d) Fitting in to a new community .....	3.4%	18.3%	52.4%	25.9%	290
e) Finding adequate housing .....	8.4%	19.5%	38.7%	33.4%	287
f) Relations with other Aboriginal officers.....	0.3%	5.5%	41.8%	52.4%	292
g) Relations with other non-Aboriginal officers .....	1.7%	7.0%	44.6%	46.6%	298
h) Court Appearances .....	2.4%	18.2%	50.0%	29.4%	296
i) Citizen contacts on the job .....	0.3%	9.4%	52.5%	37.7%	297
j) Contacts with criminals.....	3.0%	21.5%	52.0%	23.5%	298
k) Promotion procedures .....	17.0%	31.4%	31.8%	19.9%	277
l) Emergency response .....	10.1%	38.6%	41.9%	9.4%	298
m) My home life.....	3.3%	21.3%	48.2%	27.2%	301
n) My personal health.....	2.7%	26.8%	43.8%	26.8%	299
o) My personal financial affairs .....	2.7%	19.9%	51.2%	26.2%	301
p) Political pressures on policing .....	12.8%	28.7%	42.9%	15.5%	296
q) The police work in general.....	3.4%	33.1%	53.7%	9.8%	296

49) To what extent do you find the following to be a problem in your work?

	No Problem	Somewhat of a Problem	Big Problem	n
a) Language and communication difficulties with citizens.....	71.1%	26.6%	2.3%	301
b) Language and communication difficulties with other officers.....	88.3%	10.7%	1.0%	300
c) High levels of community factionalism or in-fighting.....	33.9%	48.4%	18.7%	283
d) Lack of policing programs and materials to do your job .....	35.0%	48.3%	16.7%	294
e) Lack of 'back-up' .....	31.2%	38.6%	30.2%	298
f) Unreasonable expectations from your policing organization.....	33.0%	43.2%	23.8%	294
g) Community mistrust of police.....	29.7%	51.4%	18.9%	296
h) Dealing with local political leaders and elected officials.....	39.8%	45.6%	14.6%	294
i) Isolation from other police officers.....	56.8%	32.0%	11.2%	294
j) Inappropriate community expectations of policing.....	25.7%	54.8%	19.5%	292
k) Dealing with mostly unsolvable social problems.....	13.7%	48.2%	38.1%	299
l) Dealing with the rules and policies of my police organization/ service .....	52.7%	39.6%	7.7%	298
m) Incorporating Aboriginal tradition, local customs and spirituality into your regular policing practices .....	53.5%	38.9%	7.6%	288
n) Policing areas where one has many personal friends and relatives .....	62.5%	27.4%	10.1%	288
o) Violence/abuse directed at police by some community members .....	32.0%	54.2%	13.8%	297
p) Racial slurs or put-downs from community members .....	44.4%	40.3%	15.4%	298
q) Racial slurs or put-downs from other police officers .....	75.2%	21.4%	3.4%	294
r) Not enough officers in my force/detachment.....	21.5%	32.9%	45.6%	298



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s) Intimidation by local residents .....	65.4%	28.5%	6.1%	295
t) Balancing paperwork and policing services.....	27.0%	43.2%	29.7%	296
u) Intimidation of officer's family by local residents.....	67.9%	27.9%	4.1%	290
v) Inefficient police board or governing body.....	51.1%	31.8%	17.2%	274
w) Dealing with police ethics body.....	74.4%	22.3%	3.3%	273
x) Poor access to JPs, causing hold/release problems .....	54.1%	29.1%	16.8%	292
y) Inadequate police station building .....	44.6%	26.8%	28.5%	298
z) Inadequate equipment/technology .....	41.4%	33.3%	25.3%	297
aa) Inadequate reporting system .....	55.6%	29.2%	15.3%	295

50) To what extent do you agree with the following statements?

	Strongly Agree	Agree	Disagree	Strongly Disagree	n
a) I feel that there is little opportunity for my promotion in this police organization .....	22.8%	25.5%	38.4%	13.3%	294
b) I feel that there is little opportunity for officers in my organization to be hired by another police organization.....	3.2%	11.3%	60.6%	25.0%	284
c) I feel that Aboriginal officers in our police organization are less likely to be hired by other police organizations than non-Aboriginal officers are.....	9.7%	15.2%	52.4%	22.7%	269
d) In my job I have freedom to use policing strategies and practices that I think are appropriate in the particular situation.....	18.2%	68.2%	11.8%	1.7%	296
e) I often feel conflict between the expectations of my police force and those of Aboriginal community residents .....	8.4%	40.0%	48.1%	3.5%	285
f) The courts deal with Aboriginal offenders in my police district in a culturally sensitive and appropriate way.....	9.3%	51.9%	30.0%	8.9%	270
g) More of an Aboriginal justice system would have a positive impact on the crime and other problems in this area .....	11.7%	35.3%	35.0%	18.0%	266
h) The criminal code prevents me from dealing with policing problems in a more appropriate way.....	4.1%	15.2%	68.7%	11.3%	291
i) My police organization does not adequately protect female officers from sexual and/or other intimidation .....	5.1%	9.1%	60.5%	25.4%	276

51) Given your experiences to date, do you hope to be a police officer in your current police service five years from now? (*Check one response.*)

Very much hope to be	Somewhat hope to be	Somewhat hope not to be	Very much hope not to be	n
58.1%	24.7%	8.2%	9.0%	279



**LOOKING TO THE FUTURE**

52) What important changes could be made which would improve your policing effectiveness?

More upgrading of basic police skills.....	2.6%	
More time for community or culturally sensitive policing .....	6.6%	
Improved working conditions (e.g., pay, schedule, equipment).....	43.2%	
Different organization policies and practices .....	25.1%	
Better direction from police management and police board.....	12.3%	
More community education about the police role .....	3.5%	
Other .....	3.1%	
None .....	3.5%	n = 227

53) What important changes could be made which would improve the community's assessment of your policing service?

Better basic policing (e.g., response time, enforcement, solving crime .....	13.9%	
More community oriented policing .....	20.9%	
More culturally sensitive policing .....	4.5%	
Larger police complement and related police resources.....	31.8%	
Other local social services do more/better service delivery .....	3.0%	
Solve macro problems of unemployment, poverty.....	3.0%	
Less interference locally (e.g. clean up band politics).....	4.0%	
More realistic community expectations regarding policing .....	8.5%	
Other .....	8.0%	
None .....	2.5%	n = 201

**We would appreciate any comments you might wish to make about your policing concerns or the policing issues in your area, or about this questionnaire.**

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Do you wish to receive a copy of the report that is produced from this survey when it becomes available?      Yes    78.6%      No    21.4%      n = 294

Do you wish to receive a copy of the report from the previous survey in 1995/96?      Yes    53.1%      No    46.9%      n = 292

**Thank-you very much for taking the time to participate in this survey.**