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MESSAGE FROM THE MAYOR



Montréal is an inclusive city, and its diversity is a fundamental condition for the wellbeing of its citizens and for the city's economic, cultural and social development. Maintaining and developing trusting relationships between all the residents and the municipal services staff are priorities for our administration.

Growing up, living and cohabiting in complete safety in all neighbourhoods for all Montréalers: that is the vision that drives us and guides our collaboration with the Service de police de la Ville de Montréal (SPVM).

For many years, the SPVM has been launching initiatives to prevent and combat racial and social profiling and ensure that residents have complete trust in their police officers on these issues.

It was in this vein that the SPVM released its new strategic plan for 2018–2021—"Listen, Understand, Act"—to go even further to protect all our residents in the best way possible.

The plan reflects the results of the public consultation held by the Ville de Montréal public commission on social development and diversity and the commission on public safety, in spring 2017. It also takes account of the consultation of police officers held in fall 2017.

I congratulate the SPVM on its determination to do everything it can to guarantee fair, respectful, high-quality services for all Montréalers.

To create an increasingly inclusive city, we have to work together!

Valérie Plante

Mayor of Montréal

MESSAGE FROM THE DIRECTOR OF THE SPVM



Public trust in police work is the foundation of the legitimacy of our interventions. Every day, SPVM police officers provide high-quality service, grounded in integrity and professionalism, as well as openness and dialogue with all the communities that make up Montréal society.

This strategic plan to support SPVM staff in the prevention of racial and social profiling is rooted in the need to dialogue with all residents to support police work, instil a greater understanding of the realities in different neighbourhoods and strengthen the bond of trust that unites the public with the police.

At the same time, in light of complex operational realities, perceptions and an understanding of the impact that racial and social profiling has on everyone, the plan proposes a general review of the many different aspects of the SPVM's public security mandate.

This opportunity for frank, open discussion is the route we have to take to combat stereotypes, reassure the public and explain police work.

Martin Prud'homme

Director of the SPVM

INTRODUCTION

The Service de police de la Ville de Montréal (SPVM) presents "Listen, Understand, Act," a strategic plan for police officers for the period from 2018 to 2021, geared to prevent real or perceived racial and social profiling, inspire the trust of Montréalers and ensure the transparency of our practices.

In addition to proposing practical means for preventing and managing profiling, the plan highlights the essential role of police officers in the operation of our society: protecting human life and citizens' rights by enforcing laws, responding to calls and fighting crime.

This plan is a continuation of the actions taken in the *Strategic plan concerning racial and social profiling (2012–2014)*: Shared values, mutual interest. It takes into account the assessment of that plan by independent researchers.¹

The new strategic plan has been enriched by the results of the public consultation in spring 2017, held by the Commission sur le développement social et la diversité montréalaise and the Commission sur la sécurité publique de la Ville de Montréal. Finally, the plan also reflects the internal consultation conducted with various groups of SPVM employees and an external consultation of the members of the expert committee in fall 2017.

This plan introduces a new element of transparency and proposes specific means to achieve these objectives. It will allow us to report more fully on our achievements.

The SPVM is also contributing to the provincial racial and social profiling committee, set up by the Ministère de la sécurité publique, which evaluates incidences of this problem on the provincial scale.

In addition to proposing practical means for preventing and managing profiling, the plan highlights the essential role of police officers in the operation of our society: protecting human life and citizens' rights by enforcing laws, responding to calls and fighting crime.



A FIRM COMMITMENT OVER THE YEARS

It is every citizen's indisputable right to live in an environment that is free from discrimination. In this regard, the SPVM places a great deal of importance on the quality of public-police relationships and the principles of inclusion and equal treatment. Consequently, it firmly condemns any racial or social profiling in its ranks.

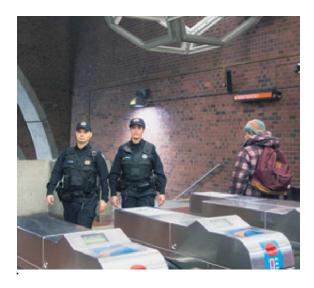
The SPVM began offering sensitivity training for the multicultural realities of Montréal back in 1987. Many other training and sensitivity activities to develop the intercultural competencies of its staff have followed.

Moreover, to encourage equal representation of the public, the SPVM adopted the voluntary equal access to employment program in 1991. The same year it introduced the equity police program, to increase the representation of women, visible minorities and different ethnocultural communities on the force. The civilian employees of the SPVM became eligible for the equal access to employment program in 2006.

For racial profiling, in particular, the SPVM created a standing committee in 2003. That was the beginning of an entire series of other initiatives, such as the adoption of an antiracial profiling policy and a definition to help describe this phenomenon. The SPVM was the first police force in Canada to adopt such a policy.

To provide maximum cohesion for all these efforts, the 2012–2014 strategic plan concerning racial and social profiling introduced a variety of actions related to training and bridge-building with the public, as well as measures to catalogue complaints related to profiling.

Finally, along with the new plan, the SPVM will adopt a master plan that coordinates work in the field related to certain social issues that affect people with vulnerability factors.² The global approach advocated by this plan will allow for coordinated action internally as well as externally, with expert stakeholders and complementary resources.



The 2018–2021 "Listen, Understand, Act" social profiling plan is part of this organization-wide determination to act globally on social issues by implementing measures that will prevent real or perceived racial and social profiling practices and provide a more accurate portrait of this phenomenon within the SPVM.

The SPVM trusts in the day-to-day work of police officers. It stands by its position that racial and social profiling are unacceptable. To maintain the trust of the public, the organization must remain vigilant and act rapidly in identified cases.

² Issues covered: domestic and intra-family violence; mentally disturbed people; homelessness; sexual exploitation and the sexual service market; safety of seniors; safety of youth under 18.

For the sake of efficiency, and for a shared understanding of the issues and objectives related to preventing racial and social profiling and combating these practices, this plan is based on section 10 of the Québec Charter of human rights and freedoms:

"Every person has a right to full and equal recognition and exercise of his human rights and freedoms, without distinction, exclusion or preference based on race, colour, sex, gender identity or expression, pregnancy, sexual orientation, civil status, age except as provided by law, religion, political convictions, language, ethnic or

national origin, social condition, a handicap or the use of any means to palliate a handicap.

"Discrimination exists where such a distinction, exclusion or preference has the effect of nullifying or impairing such right."

Furthermore, this strategic plan reiterates that the mission of police officers is to maintain peace and public safety, as stipulated in section 48 of the Police Act:

"48. The mission of police forces and of each police force member is to maintain peace, order and public security, to prevent and repress crime and, according to their respective jurisdiction as set out in sections 50, 69 and 89.1, offences under the law and municipal by-laws, and to apprehend offenders.

"In pursuing their mission, police forces and police force members shall ensure the safety of persons and property, safeguard rights and freedoms, respect and remain attentive to the needs of victims, and cooperate with the community in a manner consistent with cultural pluralism. Police forces shall target an adequate representation, among their members, of the communities they serve."

At the SPVM, this mission results in nearly one and a half million interventions each year in road safety, answering calls from the public (423,336 9-1-1 calls dispatched to police cars in 2017), overseeing demonstrations and festive events (1,645 in 2017) or planned anti-crime operations. During some of these interventions, ticketing, investigative detention and arrests may sometimes open the door to real or perceived racial or social profiling.

As such, regardless of the panoply of means and tools in place to prevent such practices, it would be foolhardy to claim that this plan can completely prevent any citizen from having the perception that they have been targeted by racial or social profiling.

It is important to remember, however, that criminal profiling is one of the methods used in police work and that it is necessary for the pursuit of the SPVM's mission, as we will see further on.

The 2018–2021 plan focuses on the required dialogue with civil society, because the challenges of police work and of living together in a free and democratic society have become greater than ever.



DEFINITIONS

RACIAL PROFILING

The SPVM has adopted the definition of *racial profiling* published in 2005 by the Commission des droits de la personne et des droits de la jeunesse in "Racial Profiling: Context and Definition" (p. 13). This definition reads as follows:

"Racial profiling is any action taken by one or more people in authority with respect to a person or group of persons, for reasons of safety, security or public order, that is based on actual or presumed membership in a group defined by race, colour, ethnic or national origin or religion, without factual grounds or reasonable suspicion, that results in the person or group being exposed to differential treatment or scrutiny."

"Racial profiling includes any action by a person in a situation of authority who applies a measure in a disproportionate way to certain segments of the population on the basis, in particular, of their racial, ethnic, national or religious background, whether actual or presumed."

SOCIAL PROFILING

Social profiling is defined as any action taken by one or more people in a situation of authority over a person or group of people, for reasons of safety,

security or public protection, which is based on elements of discrimination other than racial, as stated in section 10 of the *Charter of human rights and freedoms* (Québec), such as social condition, and which subjects the person to differential examination or treatment, without actual justification or reasonable suspicions.

CRIMINAL PROFILING

Criminal profiling³ is a legitimate police practice to identify a suspect in given circumstances. It is used following the receipt of information related to a crime committed by one or more people who meet a physical description and whose behaviour (modus operandi) has been observed before, during or after the perpetration of an infraction. In police work, criminal profiling "may be used to deal with offences that have already been committed, or to prevent the commission of offences in future."⁴

Criminal profiling may allow a police officer to advance an investigation more quickly, which does not constitute improper police behaviour. In this regard, it is important to recall that police officers are trained to intervene on the basis of a person's behaviour, not their appearance. SPVM officers who use criminal profiling are acting in compliance with the law. This type of profiling allows them to fulfil their mission.

³ This explanatory definition is drawn from the SPVM's internal policy on public relations and the Strategic plan concerning racial and social profiling (2012–2014): Shared values, mutual interest.

European Union Agency for Fundamental Rights, Towards More Effective Policing: Understanding and preventing discriminatory ethnic profiling – A guide, 2010, p. 11.

ACTIONS FOR NEXT FOUR YEARS

Four priorities have been determined to encompass the array of documented best practices and actions arising from internal and public consultations. These priorities also connect past learning with future goals, one of which is to report more accurately on our achievements.

These combined priorities are expressed in ten actions related to aspects of staff training and competency, staff management and oversight, the establishment of bonds of trust with the public and transparency.

The means advocated accurately reflect the outcome of the internal consultation, which shed light on how to improve on past results.

PRIORITY 1

UPDATE POLICE KNOWLEDGE AND COMPETENCIES

Police skills are the vector for improving practices and they continue to evolve in the light of changing realities. The concepts of racial and social profiling have been added to the basic training of all police officers at the École nationale de police du Québec (ÉNPQ). Given the various recommendations on this matter put forward during the development of this plan, three major courses of action have been identified: professional development, circulation of information and assistance for the police officer's decision-making processes.

Professional development

ACTION 1:

Disseminate learning content to facilitate the provision of services that are free from racial and social profiling practices.

The training and sensitization initiatives will be addressed to all police echelons. The SPVM will ensure its recruits are sensitized to matters of racial, social and criminal profiling on intake. It will also introduce mandatory professional development for both officers working in the field and investigators, supervisors and executives within the organization. Information about the concepts of profiling and discrimination will be disseminated to groups of civilian employees who are in direct contact with the public.

Many questions have to be covered in training and sensitization sessions, such as the conscious or unconscious prejudices and biases that can influence both police officers and the people they are dealing with, and the development of communications expertise, especially for answering questions, defusing possible sources of dissatisfaction, clarifying measures taken and explaining powers and duties.

To encourage practices that are free of racial or social profiling, major themes will be presented either in sessions specifically dedicated to the topic or through training on other topics (e.g., use of force, duties and powers, etc.) that includes key concepts in simulation scenarios or targeted content.

CIRCULATION OF INFORMATION

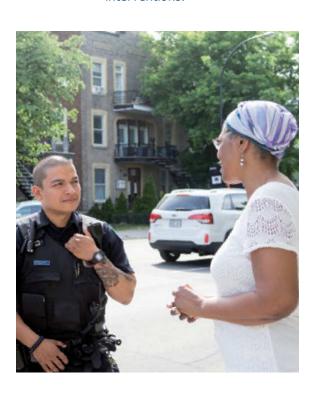
Circulate information ACTION 2: internally.

To continually update practices and expectations, various communications methods will be used to transmit to the staff the principles at the heart of SPVM practices, such as equality and neutrality of treatment in the enforcement of laws and regulations.



HELP FOR THE POLICE OFFICERS' DECISION-MAKING PROCESS

Develop operational tools that provide better guidance for officers in their **ACTION 3:** interventions.



There are a great many issues to consider during a police intervention. Laws, procedures, methods, particular circumstances, the context of the intervention, the underlying situation, etc.: all this must be constantly assessed. In light of this complexity, some police practices are sometimes perceived as racial or social profiling, especially when they seem to target specific groups.

To make decision-making easier for police officers, tools must be developed. Factors such as the environment, the person's level of cooperation, their state of health and their background may be considered in the development of objective decision-making criteria.

MAINTAIN INCLUSION AND EQUAL TREATMENT

The SPVM is committed to recruiting police officers and civilian staff who share its values of openness to cultural and social diversity and respecting the people it serves. Staff members must demonstrate these values to receive promotions. It is the organization's responsibility to institute mechanisms that reinforce these values and to redress situations that undermine them.

HUMAN RESOURCE MANAGEMENT

ACTION 4:

Ensure that human resource management mechanisms foster openness to diversity.

This action involves establishing mechanisms to transmit concepts of openness to cultural and social diversity throughout a civilian or police staff member's career.

The SPVM already relies on the mechanisms implemented by the Ville de Montréal Services des ressources humaines to ensure the competency of its staff members and its representativity with regard to the population they serve.

It is important to recall, however, that the vast majority of the recruits are students admitted into the Québec police techniques program. Consequently, if the percentage of candidates from target groups who enter the police techniques program is low, the pool of candidates for police forces, including the SPVM, will not be representative of the multicultural population.



STAFF RECOGNITION

ACTION 5:

Recognize and promote the work of police officers who respond appropriately to diversity.

Many staff recognition activities are held, and they encourage mobilization. To be effective, these activities must be regular, sincere, cordial and connected to official rewards.

Through the vigilance of the entire staff and the SPVM's partners, attention can be drawn to the actions of police officers who respond in a

way that is open to diversity, reflecting their commitment to their neighbourhood.

The SPVM will also rely on the strength of teamwork, using self-regulating mechanisms to encourage formal and informal discussions that are respectful of the diversity encountered in the field and that reflect the organization's values.



IDENTIFICATION AND HANDLING

ACTION 6:

Standardize the mechanisms for identifying and handling behaviours associated with racial and social profiling by police officers.

Police work is governed by laws and regulations, including the *Police Act*, the *Code* of Ethics of Ouébec Police Officers and the By-law respecting the internal discipline of police officers of Ville de Montréal. Citizens who wish to report incidents of racial or social profiling can do so in a number of ways: by phoning or going to a neighbourhood police station (a complaint report about the officer will be drawn up); by describing the criticized behaviour in the comments box in the "Contact Us" section of the SPVM website; by reporting the situation to the Commissaire à la déontologie policière du Québec or the Commission des droits de la personne et des droits de la jeunesse (CDPDJ).

Oversight ensures that behaviour associated with racial and social profiling is identified and managed.

Over the years, the SPVM has also introduced support activities for its staff members. The Bureau du service aux citoyens, the new Section de la sécurité et de la probité organisationnelles (SSPO) and the Ville de Montréal Service des ressources humaines can support supervisors and officers who are trying to manage behaviours associated with racial and social profiling.

INSPIRE PUBLIC TRUST AND RESPECT

A key factor for recognizing the legitimacy of the work of all the police officers on the force is the existence of bonds of trust between the officers and the public. Bonds of trust are woven through encounters that lead to better mutual understanding and the conviction that the police are acting in the true interests of the community.

SHARING OF RESPONSIBILITIES IN THE ESTABLISHMENT OF BONDS OF TRUST

ACTION 7: Involve partners and residents to enrich cooperation and strengthen bonds of trust.

The neighbourhood stations maintain constant communications with their partners, because proximity encourages mutual understanding and fosters trust. It is important to cultivate relationships in order to understand the differences specific to various client groups and respond appropriately. In this regard, the neighbourhood police model will continue to

build bridges with the public using the "citizen approach," by encouraging increased public involvement in the development of local action plans and problem resolution.

SPVM officers also sit on many committees to increase opportunities for discussion with partners and members of the public.

DEMYSTIFICATION OF POLICE WORK

ACTION 8:

Step up communications activities to help the public and our partners gain a better understanding of police work.

The true nature of police work is misunderstood. People's impressions of it are influenced by what they have seen or heard about it, whether or not it is based in reality. Furthermore, the mission of police officers gives them exceptional power, which requires rigorous oversight and rapid feedback.

The work that has been done on the issue of racial and social profiling has repeatedly raised the idea that a better understanding of police interventions would lead to a more accurate view of events. This observation suggests the need for an educational approach to police work (carried out through a variety of means of communication) that includes explaining how complaints against SPVM officers are processed and what the possible consequences may be.



ENSURE ACTIONS ARE TRANSPARENT

Public trust in police actions and their legitimacy depends in part on accountability. To this end, the SVPM is working to develop tracking indicators and disseminate anonymized data about the perceived racial origin⁵ of people subject to investigative detention.

TRACKING INDICATORS

ACTION 9:

Centralize the information needed for the production of tracking indicators, analyse it and present the results.

The information required to produce tracking indicators for racial and social profiling must be centralized

and processed consistently. The tracking indicators must target both police behaviour and public satisfaction, and effectively monitor activities.

ANALYSIS OF INVESTIGATIVE DETENTION DATA

ACTION 10:

Develop mechanisms to analyse investigative detention data.



Investigative detention, which consists of stopping an individual for identification purposes, allows the police to seek out information that is essential for public safety.

Contact between a police officer and a citizen is also recorded when the citizen is directed to assistance organizations, such as during interventions with a homeless person, for example. The mechanisms instituted will allow the qualitative aspect of the data to be recorded.

⁵ Racial origin must be perceived by police officers, that is, it must be determined from the perceived characteristics of the people they need, because the laws concerning the protection of personal information restrict the situations in which it is possible to ask about a person's origins.

CONCLUSION

Montréal's society is known for its openness to diversity. Like the other public services, the SPVM and its employees have the duty to act in a way that ensures a safe, peaceful and discrimination-free environment for all citizens.

The actions in this plan reflect several priorities specifically related to police and civilian staff. Racial and social profiling undermines the public's sense of security and adversely affects the legitimacy of police work.

The 2018–2021 plan aligns the objectives with the operational reality of Montréal police officers who interact with the public over 4,000 times a day in the fulfilment of their mission, in compliance with the Police Act.

"Listen, Understand, Act" is the SPVM's working plan for the next four years to prevent and combat racial and social profiling, with a view to maintaining public trust in the police and fostering a better understanding of the role of police officers in Montréal society.



2018-2021 ACTIONS

PRIORITY 1

UPDATE POLICE KNOWLEDGE AND COMPETENCIES

PROFESSIONAL DEVELOPMENT

Disseminate learning content to facilitate the provision of services that are free from racial and social profiling practices.

- Offer training on powers and duties to supervisors who will serve as multiplier agents.
- Hold information sessions on different aspects of profiling.
- Present information about the specifics of the territory, operational realities, community resources and the characteristics of the public served to new police officers in neighbourhood stations after general transfers.
- Integrate concepts related to diversity into the recruit intake and integration program (peer).
- Continue training on communications techniques for de-escalation in situations of crisis or confrontation.
- Train new specialized officers in critical incident response (CIR).
- Offer sensitization sessions on homelessness during the integration of new civilian workers in the detention centres of investigation centres.

CIRCULATION OF INFORMATION

ACTION 2: Circulate information internally.

- Make this strategic plan available to the entire staff (intranet).
- Create a checklist of the key components of the strategic plan.
- Use various communications platforms to fuel reflections and discussions on racial and social profiling issues (e.g., videos, conferences, etc.).

HELP FOR THE POLICE OFFICERS' DECISION-MAKING PROCESS

ACTION 3:

Develop operational tools that provide better quidance for officers in their interventions.

- Review the investigative detention mechanisms, to detect and avoid cases of racial and social profiling.
- Use the mobile portal as a repository for the

- tools and the contact information of the resources for the various client groups covered by the master plan on social issues.
- · Learn about the documented best practices.

MAINTAIN INCLUSION AND EQUAL TREATMENT

HUMAN RESOURCE MANAGEMENT

ACTION 4:

Ensure that human resource management mechanisms foster openness to diversity.

- Apply a preferential appointment rate and monitor it, to increase the hiring and promotion of members of target groups.⁶
- Review the content of staff performance evaluations.
- Continue recruitment activities with diverse communities.
- Maintain efforts related to the equal access to employment process, particularly for the employment equity police officers program.
- Support the employment diversity actions planned by the Ville de Montréal Service des ressources humaines.

STAFF RECOGNITION

ACTION 5:

Recognize and promote the work of police officers who respond appropriately to diversity.

- Publish the successes of police officers in the internal newsletter, Les nouvelles SPVM.
- · Allow "honorary distinctions."

- Post congratulations on the microsites of the neighbourhood stations and the SPVM website.
- Draft news releases to help spread the organization's reputation.

IDENTIFICATION AND HANDLING

ACTION 6:

Standardize the mechanisms for identifying and handling behaviours associated with racial and social profiling by police officers.

- Explore the standardized police documentation methods to help supervisors or managers record the facts about situations that occur.
- Promote the use of the coaching guide to identify and manage at-risk behaviours.
- Develop of a toolkit to support managers.
- Optimize the follow-up and support mechanisms for police officers, supervisors and managers.

⁶ Plan d'action pour la diversité en emploi de la Ville de Montréal 2016-2019, p. 7.

INSPIRE PUBLIC TRUST AND RESPECT

SHARING OF RESPONSIBILITIES IN THE ESTABLISHMENT OF BONDS OF TRUST

ACTION 7: Involve partners and residents to enrich cooperation and strengthen bonds of trust.

- Use the SPVM's safety network to increase the number of bridge-building activities, particularly with different groups and youth, and increase collaboration to foster better alignment of services in different sectors and a better response to public needs.
- Be present at neighbourhood round

- tables and local and regional partner committees that have a mission in line with the SPVM's.
- Maintain an expert committee on racial and social profiling that plays an important role in the orientation and development of strategies related to the changing society and emerging knowledge.

DEMYSTIFICATION OF POLICE WORK

ACTION 8: Step up communications activities to help the public and our partners gain a better understanding of police work.

- Do the "The police officer: a model" bridge-building activity with primary school students (11 to 13 years old) to sensitize them to police work.
- Visit youth centres to raise the awareness of youth (13 to 17 years old) to the realities of police work.
- At the request of community organizations in different neighbourhoods, hold police-public relations activities.
- Review the SPVM website to clarify the way complaints are processed.
- Consolidate bridge-building activities with newcomers.
- Provide police presence in schools during various presentations and activities.

- Publicize the work police do to support the homeless and the best practices in this area.
- Acknowledge and announce on social networks or local media interventions that contribute to the wellbeing of people and communities.



ENSURE ACTIONS ARE TRANSPARENT

TRACKING INDICATORS

ACTION 9:

Centralize the information needed for the production of tracking indicators, analyse it and present the results.

- Track the indicators related to reported racial and social profiling behaviours:
 - Number of complaints involving discrimination or racial or social profiling addressed directly to the SPVM by citizens;
 - Number of complaints on the same grounds submitted to the following organizations:
 - Comité de déontologie policière;
 - Commission des droits de la personne et des droits de la jeunesse (CDPDJ);
 - Tribunal des droits de la personne (TDP).
 - Number of police officers found guilty of racial or social profiling

- Track the indicators related to activities carried out to prevent racial or social profiling behaviours:
 - Number of trainings offered and number of staff members targeted;
 - Evaluation of training in relation to outcomes;
 - Number of bridge-building activities planned with SPVM staff members and citizens of different age groups.
- Track the indicators to determine the changes in public satisfaction with the SPVM using existing SPVM surveys held with the general public and with individuals who have received specific services.
- Track the indicators to determine the quantitative changes in staff diversity (police and civilian).



ANALYSIS OF INVESTIGATIVE DETENTION DATA

ACTION 10: Develop mechanisms to analyse investigative detention data.

- Hire independent researchers with the mandate to:
 - Support the creation of tracking indicators
 - Identify variables to analyse
- Publish the results of the analyses

- Analyse studies done elsewhere in Canada on investigative detention.
- Take note of the recommendation of Judge Michael H. Tulloch on police controls in Ontario (2019).

TRACKING

The actions in this four-year plan will advance several priorities in terms of the SPVM's commitment to providing discrimination-free services.

Staff will be responsible for implementing and monitoring it. In keeping with the executive committee's recommendations after the public consultations on racial and social profiling in June 2017, a report of the activities carried out and the changes in the tracking indicators will be produced annually.

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