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ISIS 2012 – Final Research Report to CACP Board of Directors

**Full Circle Community Safety:
Changing the Conversation about Police Economics and Performance**

July 2012

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Introduction

The members of ISIS 2012 are pleased to submit the following Final Research Report marking the completion of our eight month executive learning and global research program. In keeping with the challenge presented to us by the CACP Board from the outset of our program, we have concentrated our efforts on the creation of a practical set of products of immediate value to CACP members and beyond. Thus, this report represents only one of a series of deliverables resulting from the ISIS 2012 deliberations, as follows:

Preliminary Research Presentation	Draft conclusions of the ISIS 2012 global studies and an introductory discussion of the core products with feedback and guidance from CACP Executive Advisors	Delivered at Sutton, ON, June 1, 2012
Preview Presentation to the Executive Symposium on the Economics of Policing	An overview presentation of the ISIS 2012 concepts and products as a contribution to the continuing work towards a national summit on sustainable policing	Delivered at Ottawa, ON June 29, 2012
Full Circle Community Safety Metrics Model	Graphical handout and reference card for multiple audiences	Distributed at Sydney, NS August 2012 (and beyond via CACP Office)
Full Circle Community Safety Metrics Handbook	A written and illustrated guidebook geared to multiple audiences in policing and other community safety partner sectors	Distributed at Sydney, NS August 2012 (and beyond via CACP Office)
Full Circle Community Safety Metrics Companion Micro-site	Explanatory images and sample indicators and other planning and dialogue tools – referenced by QR2 code and available via the ISIS Website facility	Introduced at Sydney, NS August 2012 Recommendations include active maintenance and expansion of this feature by the CACP
Final ISIS 2012 Presentation to the CACP Membership and Others	A concise 30 minute narrated presentation focused on the Model and its underlying concepts and applications	Delivered live at Sydney, NS August 21, 2012 Available online via the ISIS Website as a recorded multi-media presentation
Continuing research and development work to refine and augment the Full Circle Community Safety Metrics Model	Opportunities include: <ul style="list-style-type: none"> • creating a web-based software interface for working with the model • developing cumulative national data and normative processes • independent research and evaluation on the 10 dimensions and their indicators 	Please see Recommendations in this report

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As indicated in the table above, several of our deliverables will be released for immediate distribution as part of the annual conference proceedings at Sydney, NS. However, we have included in our recommendations in this report that additional work should continue on the refinement of our core product – the Full Circle Community Safety Metrics Model – and on the development of a broader range of indicators and an appropriate software interface to bring the model into wider and easier application across all relevant sectors. In addition, we believe our model warrants additional research work, for example, to assign weighting to the indicators, and to construct a normative process for the benefit of enriching the feedback that the model can deliver to its users. We recognize that this work would fall outside the scope of the ISIS 2012 program, but our members look forward to the opportunity to liaise with and assist CACP Committees or others who may undertake such efforts.

We are collectively grateful for the opportunity that has been given to us by our agency sponsors and the CACP Board of Directors. We found the ISIS problem-based learning and research journey to be a unique and rich learning experience. Moreover, we also came to the conclusion through our own studies that there is perhaps no more urgent and timely a topic than the one we were challenged to address. There is considerable pressure today upon Canada’s police leaders to respond to a variety of voices on the subjects of police performance, accountability and economics. It is our hope that the products we have researched and developed from our global studies will do much to equip police leaders, and their partners in all sectors, with new ways of understanding and responding to their shared challenges in building safe and healthy communities, and thus, to change the very nature of those conversations.

Respectfully submitted,

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The Challenge:

On November 24th, 2011, the CACP Board of Directors passed a motion endorsing the ISIS 2012 research theme:

Full Circle Policing: What today's police must do above and beyond traditional enforcement. Our anticipated product is to provide a practical set of measures, tools and messaging to support police leaders at all levels in their continuing negotiations with their governing and funding bodies and with the communities they serve.

Domestic research conducted by ISIS 2012 revealed that increases in the complexity and amount of time required to perform core business investigations has resulted in a decreased capacity of the police to respond to such calls for service (Plecas et al, 2005). Further there has been a constant expanding and changing nature of modern community policing (Murphy & McKenna, 2007) and that more traditional measures (such as officers per 100,000 population) often do not provide the right measures and result in more questions than answers (Campbell et al, 2003). In essence the research indicated that the police function is much broader than crime control; the Criminal Justice System is not the solution to all public safety problems; standard police responses to crime and disorder are limited; police should be rated by more than crime, arrest tallies, and response times; that crime and disorder are heavily concentrated and that governing authorities need to treat community safety as a community wide responsibility focusing on collaborative relationships and meaningful measures to be effective (Plant and Scott, 2009).

An examination of media reports and anecdotal information from various police services revealed that across Canada police services are challenged by the rising costs associated with community safety and are faced with changing fiscal environments, imperatives to get more from less, and increased demands and expectations to operate through partnership solutions. There are a growing number of indicators suggesting that crime and calls for service are declining in Canada but this does not reflect the daily reality for marginalized Canadians and does little to explain the increasing demands on police resources to respond to being asked to 'do it all and to not say no'. Some research suggests that such so-called crime reduction trends may in fact be an illusion resulting from a host of capacity limitations and procedural anomalies across the criminal justice system (Moulton, 2011). What's lacking is an adequate vocabulary for clearly expressing and responding to this situation.

After two months of domestic research, analysis and discussion to establish the domestic context for their studies, ISIS 2012 then embarked upon a review of the literature on a global stage in order to determine whether, or not, other countries and international communities were facing similar issues and, if so, how they are managing these issues. The international literature reviews and research into Community Safety matters resulted in ISIS 2012 determining nine different countries were worthy of further field research, by four different sub-sets of ISIS researchers, to inform our study. These included:

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Team Opus – Scandinavia – Netherlands, Norway and Sweden
Team Latin America - Chile and Columbia
Team Koala – Australia and New Zealand
Flight 126 – UK and South Africa

These countries were chosen because they appeared to contain potentially new perspectives on how to capture what police do for that high percentage of their time that isn't captured in a Computer Aided Dispatch records or a police report with either extreme similarities or differences than those experienced in Canada. For example:

Scandinavia shares a number of similarities with Canada such as their standard of living, health care, diversity and the increased presence of immigrant communities and social democratic values. The Scandinavian region has been recognized for many years for its high standard of living and advanced social values. According to the Human Development Index, Norway, Sweden, the Netherlands and Canada rank in the top 10, with Norway consistently ranked as #1. The majority of the G8 countries are noticeably absent in the top 10.

In both Bogota and Santiago there are large marginalized populations, similar to the Canadian context. In both of these cities the police, social agencies, academics, and the communities they work in, are making great gains in expanding community engagement in policing and safety initiatives.

One of the reasons for conducting field research in Australia and New Zealand are the similarities between those two countries and Canada in terms of policing styles, socio economic considerations and criminal justice models. Both Australia and New Zealand are pioneering work in restorative justice and the melting pot societal approach in both countries is very similar to what exists in Canada.

In the United Kingdom there has been a recent shift in police governance and accountability and there is a looming 20% budget reduction in the London Police. In South Africa marginalized populations in sub-standard housing make up as much as 70% of the population. In addition the literature suggests that there is some emerging application of Social Return On Investment strategies in South Africa.

Research Methodology:

In an effort to meet the ongoing challenge the CACP Board of Directors presented, ISIS 2012 reflected on what community safety is, and as noted above, conducted domestic and global literature research reviews to inform those reflections. The team also consulted and built upon the prior research of both ISIS 2008 and ISIS 2009, each of whom had addressed relevant concerns and opportunities that could inform our own studies in areas such as *policing capacity* and *collaborative intervention models*, respectively. All of these reflections resulted in the following research statement for ISIS (2012):

“A global study to develop and propose new metrics and requisite messaging for Canadian policing through an analysis of contemporary and emerging methods for determining the

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value and impact of investments in community safety, together with an examination of corresponding accountability processes applied to and by police organizations. To develop and propose new metrics and requisite messaging”

Addressing this research statement allowed ISIS 2012 a means to conduct field research for new metrics and messaging; study the degree to which methods and accountability processes in other countries are aligned; examine what the dialogue around successful alignments looks and sounds like; and, if the alignment is not present, determine what factors contribute to the misalignment and what, if anything, are countries doing to re-align.

To better understand, and conduct, valid and reliable qualitative field research ISIS 2012 studied and were tutored in conducting academic qualitative research by Terry G. Coleman, PhD. “Qualitative Research usually emphasises words rather than quantification in the collection and analysis of data. That is, the focus is on the analysis of documents and narrative whether verbal or written”. (Coleman, Feb 2012). With Dr. Coleman’s assistance, the team developed new skills in the interpretive inquiry methods that would be most suited to the ISIS field research model. In order to ensure consistent data collection, ISIS 2012 developed a number of main research questions for use by the various sub-groups during the field research portion of this project. These included:

- How are the value and impact of investments in community safety determined?
- What accountability processes are applied to and by police organizations for community safety?
- To what extent do these two factors appear to be aligned in communities in other countries?
- How does that degree of alignment compare to what we are doing in Canada?
- What are the qualitative characteristics in the nature of the dialogue in those communities where there is an apparent successful alignment?
- What new metrics are appropriate in a Canadian environment?
- What new messaging might be necessary to support the introduction of new metrics in the Canadian environment?

These research questions loaned themselves to a number of natural Research Dimensions or Themes from which qualitative data derived from our field interviews could be coded for later analysis. These Research Dimensions included:

1. Concepts of Community Safety
2. Value and Impact of all Investments in Community Safety
3. Police Accountability Processes both Internally and Externally
4. Degree of Alignment
5. Nature of Dialogue
6. New and Emerging Metrics

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Field Research / Interviews:

The field research conducted by ISIS 2012 resulted in eighty-five meetings and interviews with groups and individuals that provided a wealth of data informing this research project. Some examples of the information gleaned include:

In Bogota, Colombia semi-annual victimization surveys are conducted by the Bogota Chamber of Commerce in collaboration with the Foundation for Peace, an independent think-tank. These surveys are used to determine the community's perception of their greatest risk, which is then interpreted by the police, think-tank and the Chamber of Commerce to jointly respond to these perceived areas of risk through the creation of programs (Foundation for Peace, April, 2012). The National Crime Prevention Council in Sweden also utilizes yearly random citizen surveys and has now gone farther in their analysis by including an economic analysis to attach a dollar figure to the risks, with emphasis on the impact of crime on the health system. (Swedish Crime Prevention Council, May, 2012).

In Blacktown, Australia the community has initiated a youth engagement strategy utilizing a multi-agency collaborative approach to develop a pathway for young people to become meaningful participants in their community. (COM4unity, April, 2012).

In Norway they have initiated the use of surveys and community response for a collaborative (city, national, voluntary private sectors) model preventing crime among children and young people together with budget and local activity plans. The main objectives of these initiatives include: reducing child and youth crime, reducing alcohol and drug abuse, coordinating wide ranging and holistic crime prevention work, and preventing the establishment of and recruitment of young people to networks and gangs which commit crimes. (SLT Model and SaLTo Model, Norway, May, 2012).

South Africa has implemented legislation that mandates multiple government ministries involved in community safety to work collaboratively. (Integrated Development Services Act, South African Police, May, 2012).

In Colombia the National Plan implements the use of traditional face to face meetings to engage the community which includes government authorities, public agencies, citizens and community stakeholders. (Colombian National Police, April, 2012). Holland has embraced mass community mobilization through the use of social media. (BurgerNet and ComPronet - Community Protection Network – Netherlands, April, 2012).

Her Majesty's Inspectorate of the Constabulary in the United Kingdom provides oversight and accountability to 43 police services in the United Kingdom as mandated by the Police Reform and Accountability Act. The accountability will be enhanced at the local level through the election of local police commissioners by response from the local community; expectations and communications. (HMIC, United Kingdom, April, 2011).

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The Foundation for Ideas for Peace (FIP) is a privately funded independent think-tank comprised of academics from multiple disciplines that is mandated to conduct an evaluation of the National plan for the community surveillance of city quadrants in Colombia. (FIP, Colombia, April, 2012).

In addition to traditional crime statistic reporting the Australian Federal Police (AFP) supplement their reporting with accountability measures in key performance indicators such as level of crime, perceptions of crime, police response, public confidence in police, road safety, supporting the judicial process, crime prevention (perception of crime and diversionary programs). (AFP, April, 2012).

In Sweden in the 1990's, politicians became interested in "value for money" with more emphasis on police efficiency and greater interest in evaluating their work and tasked the Swedish National Crime Prevention Council in conducting yearly surveys on community safety. These reach 20,000 people by telephone, with a response rate of more than 70%. The National Council for Crime Prevention conducts these surveys and uses academics to interpret data to inform government on community safety matters and to set national strategic social direction. (National Council for Crime Prevention – Sweden, May, 2012). Additionally, a privately funded Non-Government Organization in Chile conducts similar qualitative research on community safety issues and uses the results to inform government policy makers and the public. (Fundación Paz Ciudadana, Santiago, Chile, May, 2012).

The Cape Town City Improvement District (CID) establishes the Urban Management project in Cape Town, South Africa. The CID works in partnership with local Non-Government Organizations and local business on environmental improvement projects and community safety. Their work results in higher tax value for property, business retention and a decrease of criminal activity within the sector. (CID, Cape Town, South Africa, May, 2012).

Processing the field research data:

The field interviews were conducted by four teams of ISIS 2012 participants during their global research excursions in April and May of 2012. Each team ensured that every interview was audio-taped or transcribed and coded against the original Research Dimensions determined during the qualitative research methodology portion of ISIS 2012 week two discussions. The teams also practiced journaling while in the field, using a dedicated blog and other methods. During the week of May 27th to June 1st, 2012 all of the cohorts reunited to collectively examine their findings collectively. In keeping with the problem-based learning approach embraced throughout ISIS 2012, and through a process of induction, the ISIS 2012 team began with the data they collected, and then determined what general conclusion(s) they could logically derive from the data. Each team was able to condense their findings into a number of themes that, when taken together, supported the full spectrum of community safety initiatives or models from the perspective of multiple partners in community safety in the various countries visited.

By thoroughly delineating the data collected during the field research interviews, the members of ISIS 2012 were able to efficiently compare "apples to apples" during their efforts to understand the multitude of data obtained by each team, and consolidate that information into common "Take-

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Always” during their deliberations early in week three of the ISIS 2012 workshops. A simple listing of these “Take-Aways” revealed eighteen common themes across the data collected by all four sub-teams, in the interviews of eighty-five separate individuals or groups, in nine countries throughout the world. Further collaboration and analysis of these themes resulted in an extra-ordinary level of consensus within the ISIS 2012 cohort to consolidate the original eighteen “Take-Aways” into ten over-arching Dimensions and five Foundational Principles that, based upon the global research, are requisite components of Full Circle Community Safety. Each one of these ten over-arching Dimensions for Full Circle Community Safety was supported by examples from numerous research and field study sources, both global and domestic.

ISIS 2012 then analyzed the inherent qualities of these ten Dimensions for Full Circle Community Safety and, in so doing, determined there were a number of distinctive indicators for each that would enable any community safety contributing agency to measure and assess the quality of community safety initiatives and programs within their community(ies). Measuring the existence of certain indicators for each of the ten Dimensions and developing a graphic representation of those measures provided ISIS 2012 the path forward for building a practical tool or metric and new language for measuring, valuating and negotiating the full spectrum of modern Full Circle Community Safety. As a bonus, the ISIS members determined early in the construction of this emerging product that it would have natural applicability beyond policing, and would in fact represent a new means of re-defining the conversation about our investments and effectiveness in community safety across a full range of partners and contributing agencies and sectors.

Conclusion:

ISIS 2012 has developed a model of Full Circle Community Safety to assist police leaders across Canada in changing the conversations that are taking place, not only internally within our organizations but externally with stakeholders, other police service boards, and with governing agencies that fund police initiatives. ISIS 2012 has presented to the CACP membership a model of policing that will redefine how performance is measured and tip the pendulum from measuring outputs to enhancing the measurement of outcomes. ISIS also believes that this is an ideal and necessary time to further engage our partners in social agencies, Non-Government Organizations, academics and community members to take a more collaborative approach to making a difference in Canadian communities and to carry that message to government officials who make decisions about funding these collaborations. The model created by ISIS 2012 will assist in realizing these goals. The multiple applications of the Full Circle Community Safety Metrics model are expounded upon in a separate handbook document that ISIS 2012 has produced, and that, together with the user-friendly reference card version of the model itself will be presented at Sydney, NS during the Canadian Association of Chiefs of Police Conference in August, 2012.

ISIS 2012 does also have several recommendations to make in order to enhance the effectiveness of the conceptual model developed for the CACP this year. These are:

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Recommendations:

Develop and implement a communication plan to promote the conceptual model.

This will enable multi-disciplinary agencies who contribute to community safety to clearly understand the unified direction and purpose of the model

Seek independent academic assessment and review of the model.

This will serve to bolster the validity of the model and its requisite indicators

Make this conceptual model available to municipal, provincial and federal partner agencies, in collaboration with community safety partners for review and feedback.

In order to generate buy-in by partner agencies, we would like to share it with them to digest and comment on their perceptions of the model to ensure that it also meets their needs.

In consultation with community safety partners, identify a champion or coalition to promote this conceptual model.

Our studies have clearly shown there is a need for a champion to drive this model forward and influence change.

Develop an implementation model in consultation with community safety partners and via independent academic assessment.

The model presented to you today is in its conceptual form. Much work is needed to develop an actual implementation plan which would include parameters such as accountability processes and independent assessment. Consultation with community safety partners as well as recommendations from academics will be essential.

Select a Canadian community to pilot this model

Once the implementation component is developed, we are recommending that this model be tested in a Canadian community.

This concludes the ISIS 2012 Final Research Report to the CACP Board of Directors.

**Please consult the accompanying model and handbook for
further information and discussion on the ISIS 2012 deliverables.**

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Interview Log:

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Australian Federal Police

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Judith Kendrick – Director Corporate Services ACT Policing
Superintendent Peter Davis
Superintendent Chris Meagher
Superintendent Bob Wins
Superintendent Brett Kidner
Sergeant Sue Smith
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Marist Youth Care Center

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Will - Youth Worker, State Sponsored Housing
Deb – Youth Worker, Individual Skills Development
Jill – Education Consultant, High needs children
Blacktown, NSW, Australia

Blacktown City Council

Councillor Alan Pendleton – Mayor
City Coordinators, Directors, City and Executive Managers
Blacktown, NSW, Australia

Initiatives of Change (IOC)

David Mills

Blacktown, NSW, Australia

Sudanese Community Leaders

Ayen

Donato

Ajang

Blacktown, NSW, Australia

Youth Worker, Youth Off The Streets

William Pass

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COM4Unity report (Independent Evaluation of Stakeholder Collaboration and Participation)

Eva Gerencer

Blacktown, NSW, Australia

Te Puni Kokiri

Marie-Anne Selkirk

Naida Glavish – Chief Advisor, Tikanga

Senior Sergeant Richard Kapa – NZ Police

Maori Wardens Representatives

Auckland, New Zealand

Te Roro o Te Rangi Marae

Ruka Hughes

Several Maori Wardens Representatives

NZ Police Officers

Youth Workers

Maori /Police Liaison Officers

Rotorua, New Zealand

Team South America – Colombia and Chile:

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Ambassador Timothy MARTIN

Bogota, Colombia

Colombian National Police

Nacional de Colombia Dirección de Seguridad Ciudadana

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Colonel Diaz

Major Guzman

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aeioTU – a social enterprise that provides high quality education, nutrition and care services for early childhood in Colombia.

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Patricia Bulla

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Bogotá Chamber of Commerce

Mr. Jairo García - Security and Coexistence Directorate

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Coronel Rojas – Strategic Planning

Coronel Laiva – Chief of Management Control

Capitan Huenchullan - Management Control

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Home Office

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Mr Philip Woolf

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London Metropolitan Police

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Dr. Anthony Minnar

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Kalks Bay Community Forum

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Norbstrunbs Blad Newspaper

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