An Evaluation Of Community Policing
In New Brunswick 1997 – 2007

AN EVALUATION OF COMMUNITY POLICING IN NEW BRUNSWICK 1997 ~ 2007

DEPARTMENT OF PUBLIC SAFETY

ACKNOWLEDGMENTS

EXECUTIVE SUMMARY

This report will provide the Department of Public Safety with an evaluation of the status and effectiveness of community policing in New Brunswick, according to police officers from around the province. Specifically this report focuses on the results of a formal survey conducted in 2007. The survey (*Appendix A*) was developed and distributed to all 12 RCMP districts and the 9 municipal/regional Police Forces in New Brunswick. In total 1,000 police officers in New Brunswick were given the opportunity to provide input, and of the 1,000 surveys mailed out, 504 were completed and returned. Through the process of data collection and analysis, the survey results have provided a view of the current status and effectiveness of community policing in the province from the vantage point of officers.

The survey component of this study had three key agendas to satisfy, including: determining the success of community policing which was officially introduced in the province in 1997; analyzing the relative effectiveness of community policing in its current state; and finally, consideration of the survey respondents' input for understanding what is needed to facilitate the growth of community policing in the 21st century.

This report reveals that New Brunswick police agencies have adopted for the most part, a community-based policing mandate, as directed by the Solicitor General in 1997. And that officers generally know what community policing "looks and feels like". Many officers agree that community policing is an important and meaningful style of service delivery, and a critical element in responding to crime. In stating this, however, when analyzing the survey data, the concept and practice of community policing remains somewhat shrouded in ambiguity. The findings raise concern that officers tend to equate "program delivery" with community policing rather than understanding it as a collaborative ongoing process, which can be woven into most all aspects of policing. The findings in this study illustrate that although many officers practice community policing, it is most likely to happen when time and resources permit – which doesn't appear to be provincially consistent. The enthusiasm for community policing appears to be hampered by feelings of: contradictory job expectations, lack of support, human resources and time.

Based on the survey and the interpretation of the results, paired with a substantial review of literature and best practices, this report has produced ten recommendations intended to aid in the development of contemporary community policing in New Brunswick, as follows:

- Reinforce through education and communication a province-wide common understanding that community policing is the "corner-stone for policing standards" in New Brunswick. This will become especially important to ease the transition to provincial Regionalization of Policing Services, should this become a reality in the coming years.

- Continue to instill confidence in officers and the public that community policing is a legitimate part of the solution to crime reduction. This can be accomplished through continuous training, best practices, management support, organizational restructuring and social marketing (media) strategies.

- Promote a common understanding that current best practices relating to Crime Reduction Strategies, Prolific Offender programs and Safer Community initiatives are directly linked to contemporary Community Policing efforts. These practices involve both proactive and reactive approaches, including education, investigation and enforcement, and are "not soft on crime".

- Police agencies need to critically review their service delivery mandates; re-evaluate programs, and identify service gaps. Through such analysis, organizations can support hiring additional human resources (police/civilian). The "right-sizing" of the agency's compliment, will enable officers' -more time - to meaningfully interact with the public.

- Continue to develop strategic community partnerships.

- Survey New Brunswick communities to ascertain a current understanding of their needs and priorities.

- Facilitate discussions in neighbourhoods and within police agencies on operational and deployment decisions aimed at reducing crime and addressing quality of life problems in communities.

- Communicate with and use the media more effectively and transparently to keep the public informed on matters relating to public safety, crime and disorder.

- Update and release a Second edition *Community Based Policing For Front Line Officers* (1998).

- Distribute key elements of this report *An Evaluation of Community Policing in New Brunswick 1997~ 2007* to Police Leaders in New Brunswick as an executive update or "refresher" document.

"The world, in short, improves on a sideways curve, not in a linear fashion"
(Environmental Scan New Brunswick Policing, 2007, p. 7)

TABLE OF CONTENTS

INTRODUCTION

In 1992, the Grant Report, *Policing Arrangements in New Brunswick: 2000 and Beyond* provided a series of recommendations for broad ranging changes to the organization of policing in the province. The Grant Report and its ensuing recommendations was consistent with an emerging trend across the country, where governments and public police agencies were looking at service delivery in a new way that was intended to be fiscally responsible, professional and more in keeping with public expectations of the day. McCormick (2006) in his review of that work examined the Grant recommendations and the subsequent impact the Report had on the direction and reorganization of policing in the province.

Of the 51 recommendations in the Grant Report, one of the most significant led to the development of the New Brunswick Policing Standards. The Standards, which eventually became ministerial directives in 1997, grew from the input of a large policing stakeholder group including: the New Brunswick Association of Chiefs of Police, the RCMP, the New Brunswick Police Association, the New Brunswick Police Commission, Municipal Associations and the Department of Public Safety. The Standards were designed to "ensure uniform and high quality policing practices based on professional standards throughout the province" with its objective to upgrading policing standards and raising the bar in relation to crime prevention and public safety (McCormick, 2006, pp. 3-4). **Of the changes embarked upon from the Grant Report and the resulting Standards was the provincial implementation of a community-policing model.**

In Chapter 1, Section 1.1 of the New Brunswick Policing Standards, it states "The Police Force service delivery model is community based policing." Section 1.2 states that Police Services, in the delivery of their services will:

a)   Identify communities in their area;
b)   Establish community consultative committees;
c)   Work with community organizations;
d)   Develop community-based policies for the Police Force;
e)   Convey information transmitted from citizens' organizations to the Police;
f)   Inform all personnel of their role and responsibilities to achieve the Police Force's community-based objectives;
g)   Empower police officers to make decisions and take action;
h)   Make patrol, enforcement, and investigation work effective and directed;
i)   Identify training needs through interviews with citizen representatives, consultations with those involved with internal investigations, and conferences with supervisors; and
j)   Evaluate the Police Force's community-based initiatives.

When Community policing was launched in New Brunswick with the publication of *Community Based Policing in New Brunswick: a Framework Document* (1997) a series of changes were introduced and implemented by varying degrees in police agencies province wide. To carry out the mandate as directed in the New Brunswick Policing Standards, police agencies through planning and consulting, established a mission and a vision statement, which would be supported by the core values of their respective organizations. This province-wide process provided a focus on community orientated activities, community consultation, and problem solving. Proactive police partnerships with the community, volunteer groups, civic administration, schools, businesses, media, and other agencies was the focus of the 1990s which was intended to reduce crime and enhance community safety and security.

These changes were intended at that time to enhance policing services to the community and provide a productive, empowering, and challenging work environment for staff. In 1998, a handbook was designed and disseminated specifically for front line officers in New Brunswick in an effort to spread a consistent message to police practitioners about the philosophy of community policing and the expectations set out by the Department of the Solicitor General. *Community Based Policing For Front Line Officers* (1998) was a convenient resource document designed for officers, which spelled out many key components of community policing, with a focus on community partnerships, problem solving, organizational tactics and steps to implementation. The handbook was a condensed version of *Making the Transition to Community Based Policing (*1997), which was a guide for the implementation of the province wide community-policing model. In these documents, the Solicitor General clearly established community policing as "the cornerstone" of New Brunswick Policing Standards. Community-Based Policing was defined as "a partnership between the police and the community, formed to identify, prioritize, and solve local crime and disorder problems thereby improving the quality of life. More than just a concept, community policing is a working philosophy with both a goal and a process encompassing a vast array of strategies, programs and tactics" (1998, p.1).

Despite the clear directives as set out in the Standards and educational material published through the Department of the Solicitor General of the day to police leaders and front line officers, three questions still seem to dominate discussions on community policing. These questions are common stumbling blocks that have besieged community-policing efforts since its launch in many jurisdictions.

- **What is community policing?**

- **How do you implement and tailor community policing to the needs of the community?**

- **How do you know if community policing is working?**

Answers to these questions are not definitively available because community policing is continually changing and evolving, as it should. In addition to this, community policing must be tailored to the needs of the individual community, and so does its measurement of success. An additional factor to consider is that boundaries and contents of communities are also subject to change, impressing upon the fact that community-policing efforts must be flexible to adapt to those changes as well. This will become ever more important should the province of New Brunswick follow recommendations for the regionalization of police services as per the 2008 report on local governance, *Building Stronger Local Governments and Regions.* Jean-Guy Finn, Commissioner of the report on local governance aptly pointed out that the definition of community, especially in the context of "*communities of interest*" is a concept that requires attention in the discussion of service delivery. He cited d'Entremont and Robardet who noted, "…*It refers to a combination of socio-cultural, economic and geographical elements (homogeneity and interdependence). It also rests upon subjective feelings of "togetherness," of belonging to a community" (1976, p.144).* Commissioner Finn further goes on to explain "the definition of community itself evolves and may identify different realms at different points in time. As transportation and communication infrastructure improve, the 'community of interest' tends to expand and embrace larger entities (both population and territory)" (Finn, 2008, p.18).

Although community policing has been in existence for some time now, police officers, their agencies and communities continue to have difficulty with the change its name implies. In 1992, Chris Braiden from the Edmonton Police Service wisely stated that the philosophy of community policing must remain constant for all agencies and officers, but how community policing gets done may change constantly. Indeed, this perspective has proven to be true over the past ten years in New Brunswick and elsewhere - a reality that has, in some cases, fed into the confusion of what community policing is, and what it is not. While this report will show that officers generally profess to know what community policing looks and feels like, it remains somewhat shrouded in ambiguity and hampered to a degree by feelings of contradictory job expectations, lack of organizational support, human resources and time. Knowing this, it is important to look at the organization of policing in New Brunswick in its current state, and revisit some of the philosophical and practical elements of community policing.

Policing, and emergency measures planning are the only two legislated services that local government must offer. In 2005, Canada spent approximately 9.3 billion dollars to employ 62,458 police officers, at a cost of about $288 per Canadian. There is frequently a call for more human resources to police our communities, with some even calling it a shortage crisis. It is true that the current demographic picture of Canada, and the apparent decreasing interest of young people to pursue a traditional profession like policing have reduced the pool of potential candidates. Police agencies across the country are swimming hard against the demographic current to replace positions lost through attrition, while at the same time trying to increase their compliment of officers to meet modern day challenges in the world of public policing. All of this despite the lack of hard evidence to support the belief that merely replacing or increasing the number of officers to conduct average and time-honored police duties will actually have an impact on crime reduction (Environmental Scan New Brunswick Policing, 2007).

In New Brunswick, policing is currently provided through a combination of local, regional and RCMP forces. "The RCMP provides policing services to unincorporated areas and to a number of municipalities through contract arrangements. While there is some shared service delivery taking place between adjacent municipalities in certain areas of the province (e.g., one RCMP force for the Greater Moncton-area municipalities, one police force for Beresford, Nigadoo, Petit-Rocher and Point Verte, Rothesay Regional Police Force), essentially policing remains planned and organized on a local/municipal basis" (Finn, 2008, p. 106). In 2008 the *New Brunswick Police Human Resources Survey* estimated 871 RCMP officers in the province; 102 of these were federal officers, 547 officers served under the Provincial Policing Services agreement, 208 were under contract to 13 municipalities, and 14 to First Nations Community Policing agreements. As of 2007, RCMP "J" Division operated 12 district offices, 57 satellite offices, 7 federal offices and one provincial headquarters. There are nine Municipal/Regional police forces in the province, adding another 469 sworn members. Together, these agencies and the RCMP provide "a full range of policing services to a population of approximate 220,386 citizens" (Environmental Scan New Brunswick Policing, 2007, p.84).

The philosophy of community policing is rooted fundamentally in preventative, problem-solving and collaborative work by police officers and citizens. The term "community-based policing (CBP), or community policing (CP) has become almost synonymous with contemporary policing strategies, (but) it has been interpreted in a variety of ways, depending on the organization which is implementing it and the community which is receiving it…regardless of definitional disputes and the philosophical debates of 'rhetoric or reality', a central theme in CBP is an attempt by the police to understand the needs of the community and encourage community participation in a problem solving approach to crime and disorder" (Fitch, 1995, p.6). The Ontario policing model provides a comprehensive definition of community policing, explaining that it is "a means of police service delivery which recognizes that the maintenance of order, the prevention of crime and the resolution of crime and order problems are the shared concerns and responsibilities of the community and the police. Working in partnership, the community and the police participate jointly in decision-making and problem solving. This includes the identification and analysis of crime and order problems, the determination of policing priorities and needs; and the development and implementation of strategies" (Nancoo, 2005, p. 31). Clearly the intent of community policing is to focus on crime and social disorder through the delivery of police services that includes aspects of traditional law enforcement as well as prevention, problem solving, community engagement, and partnerships. The community-policing model balances reactive responses to calls for service with proactive problem solving centered on the causes of crime and disorder. Community policing requires police and citizens to join together as partners in the course of both identifying and effectively addressing these issues.

Community policing is a process and a way of doing business that addresses legitimate public safety issues through intelligent strategies, cooperation, communication, education, enforcement, investigation and of course, prevention. Community policing is not one or the other of these, but rather a combination of the right application(s), of the right approach(s), at the right time(s), and by the right people. It is not a simple A to Z program delivery model. One of the common criticisms directed at community policing efforts is that there is a focus on program delivery, with the mistaken assumption by some that once a program is put in place, community policing has been achieved. This could not be further from the truth. Community policing requires a

"holistic approach" to public safety concerns (Nancoo, 2005, p.30). Further to this view, Sauvageau (2006, p.27) noted that specific crime prevention and social development programs will naturally emerge from the adoption of a community based mindset, but the efforts should be more than just programs, or the work of a specific unit within a police organization. "All police officers should approach their task from the CP mind set and act accordingly". Griffiths, et al similarly defined community policing as "a policing philosophy, mind set, management style, and organizational strategy centered on police-community partnerships and problem solving to address problems of crime and social disorder in communities"(2001, p.38).

Trojanowicz and Bucqueroux (1988), in their now classic text *Community Policing: How to Get Started,* noted that department-wide adoption of community policing is evidenced when the philosophy is integrated into mission statements, policies and procedures, performance evaluations, hiring, promotional practices, training programs, and other systems that define organizational culture and activities. To achieve this, departments and their members must adjust and commit to:

- **Decentralized decision-making and accountability**

- **Fixed geographic accountability and generalist responsibilities**

- **Utilization of volunteer resources**

- **Enforcement of laws**

- **Proactive crime prevention-oriented activity**

- **Application of problem-solving models**

- **Public involvement and community partnerships**

- **Government & other agency partnerships**

- **Community empowerment**

- **Long-term problem solving**

- **Trust and responsibility**

- **Expansion of traditional policing mandates**

According to Taylor (2007), it becomes apparent that the overall orientation of community policing is about being proactive and taking positive steps to create a safer, more secure community. Incorporating this fundamental change in thinking into the daily operations is central to the long-term success and sustainability of community policing.

As now evident, there are a series of recurring themes that continue to surface in our attempt to fully underscore and appreciate community policing. Most recently Bruce et al. (2007, p.15) outlined three core elements that support police/community relationships:

1) Community Partnerships ~ collaborative partnerships between the law enforcement agency and the individual and organizations that they serve, or including anyone with a stake in the community.

Agencies have multidisciplinary partnerships with community partners, including other government agencies, nonprofit and community groups, businesses, the media, and individuals.

Existing partnerships bring appropriate resources and level of commitment to community policing activities.

Enhanced level of interaction between the law enforcement agency and community partners.

2) Problem Solving ~ A general problem-solving approach and processes that include:

SARA
(Scanning, analysis, response assessment)

CAPRA
(Client, acquire/analyze information, partnership, response, assessment of action)

PARE
(Problem identification, analysis, response, evaluation)

3) Organizational Transformation ~Involves four key components that include:

Agency Management

Agency Climate & Culture
Leadership
Labor Relations
Decisions Making
Planning & Policies
Organizational Evaluations
Transparency

Organizational Structure

Geographic Assignment of Officers
De-specialization
Resources & Finances

Personnel

Recruitment, Hiring & Selection
Personnel Evaluation & Supervision
Training

Technology & Information Systems

Communication & Access to Data
Quality & Accuracy of Data

McCormick (2006) in his review of *Policing Arrangements in New Brunswick: 2000 and Beyond* noted that while several of Grant's recommendations have been implemented over the years, further evaluation and research is warranted in some areas, including a look at the implementation of, and current practices relating to community and problem-oriented policing. This recommendation from Dr. McCormick is what led to the research and development of this current report, *An Evaluation of Community Policing in New Brunswick 1997~2007*. In preparation for this report, a survey on community policing was delivered throughout New Brunswick in 2007 to all police agencies. The survey had three key agendas to satisfy, including: determining the success of community policing which was officially introduced in 1997, analyzing the relative effectiveness of community policing in its current state, and finally, consideration of the survey respondents' input for understanding what is needed to facilitate the growth of contemporary community policing in 21st century New Brunswick.

The overall objective of the New Brunswick Policing Standards is to ensure uniform, high-quality and cost effective policing throughout the province. To verify that this objective has been met it is essential to conduct assessment and follow-up evaluations. The Community Policing Framework Document (1997, p.17) stated "measures to evaluate the effectiveness and performance of community policing need to be different from the traditional professional model". This is because numbers alone cannot adequately measure many community-policing initiatives. McCormick (2006, p.7) reiterates this need for further examination in his review of the Grant Report, and noted that there are issues that could be more closely examined, including community policing. He notes the evaluation needs to be "addressed in a more detailed way, perhaps in a series of more intensive research projects". Subsequently, the scope of this project was to undertake a study that would look at the evolution and effectiveness of community policing in New Brunswick since its official launch in 1997, up to and including 2007, and to make recommendations for moving forward in this regard. As such, this project scope focused on addressing three key issues:

To determine if the adoption of the community-policing mandate introduced in December 1997 has been successful;

To analyze the effectiveness of community policing today in New Brunswick; and

To make recommendations on what needs to happen to facilitate the growth of community policing throughout the province.

The Project Plan

A comprehensive methodology for eliciting results to fully satisfy the three key issues identified above would ideally include an examination of responses from various sources, including all levels of police officers, civilian staff, key stakeholders, and citizens from around the province. Given the nature of this project, with time and financial constraints, however, the pool of respondents was specifically targeted at the police population. The project findings have produced a good foundation for future inquiries and research. Through the use of the survey questionnaire to officers across the province, data was collected, and the findings were analyzed and synthesized with academic research. The survey findings are specific only to the perspective of officers with respect to the evaluation and effectiveness of community policing in New Brunswick.

To achieve the desired results as outlined in the objective of this project the following project plan and time line was adopted:

- Review of existing DPS Community Policing Documentation (August 2007)
- Establish project parameters
- Choose software *(Survey Tracker)*
- Develop a list of potential questions on community policing that when answered would indicate its success and challenges (September 2007)
- Develop a comprehensive draft list of questions for review and input by the DPS "Future of Policing" Management Team (October 2007)
- Prepare final questions
- Design survey (October 2007)
- Review survey format & questions
- Print and assemble final survey
- Distribute survey to all police officers in nine (9) Municipal/Regional Police Agencies and twelve (12) RCMP Districts (November 2007)
- Retrieve surveys (December 2007)
- Enter data in *Survey Tracker* (January 2008)
- Use Survey tracker to organize data (February 2008)
- Analyze and interpret data (March 2008)
- Develop Report
- Draw Conclusions and recommendations
- Prepare Final Report
- Project deliverables in electronic format on a Master CD disc (March 2009)

Methodology

This report focuses on the results of the formal survey, which was conducted in 2007. The survey (*Appendix A*) was developed and distributed to all 12 RCMP districts and the 9 municipal/regional Police Forces in New Brunswick. In total, 1,000 police officers in New Brunswick were given the opportunity to provide input, and of the 1,000 surveys mailed out, 504 were completed and returned. Through the process of data collection and analysis, the survey results have provided a view of the current status and effectiveness of community policing in the province, from the vantage point of officers.

The survey consisted of 47 questions designed to gauge the respondents' knowledge and policing experience specific to community policing and some associated programs. The first 24 questions were designed to capture ratings from *not successful, somewhat successful, not applicable, and successful, to very successful,* in terms of specific policing programs that are delivered throughout the province.

Questions 25 to 40 were designed to capture ratings from *strongly disagree, somewhat disagree, do not know, agree and strongly agree* with statements that probed the officers' general knowledge, understanding and perceptions of community policing as it relates to their community, their agencies, and self experiences. The final block of questions 41 to 47 were open-ended and sought the free flowing input of the respondents. The intent of this section was

to garner feedback specific to what can be or has been done to facilitate the growth of community policing in New Brunswick. The demographic data section was very brief and only captured information in three categories, including *the agency, rank and years of service.* The dearth of demographic variables to consider has made analytical discussion difficult insofar as determining whether or not the officer is drawing on experience from years of service with the same agency or in the same province, or the impact that their basic training may have on their understanding and perceptions of community policing.

All retrieved data was entered in Survey Tracker, the instrument of choice in this study. The data was analyzed and raw reports were generated (*Appendix A-C*). Based on the survey and the interpretation of the results, paired with a substantial review of literature and best practices, this report has produced ten recommendations intended to aid in the development of contemporary community policing in New Brunswick.

FINDINGS

A complete view of the findings and production of data reports and responses to open ended questions is attached in *Appendix C* for those so interested. The present section of this report however, is intended to provide a clean overview of the findings, with attention placed on responses and interpretation of issues considered to be most telling in the context of the study.

Survey respondents were asked, "Do you believe the survey method is the most appropriate way to review the status of community policing in New Brunswick?" Almost 56% of those surveyed replied in the affirmative, and 35.9% disagreed, with "no response" from the remaining few. A very small percentage of officers who responded "no" felt that the survey questions were too broad, vague or irrelevant. And while statistically insignificant, it is still feedback consideration for the development of future surveys or interview questions.

Illustration 1

Do you think the survey is the most effective way to review the status of community policing in New Brunswick?

yes
no
nr
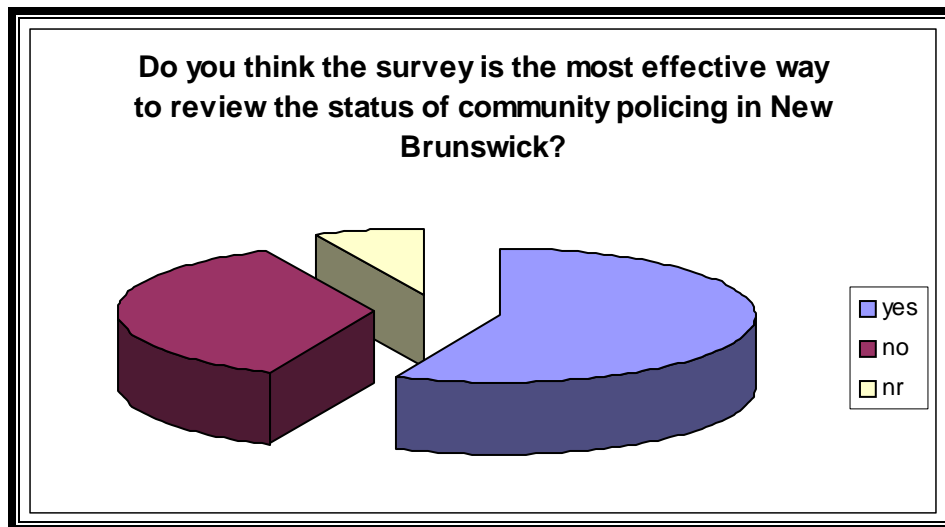
There was also an opportunity for respondents to provide written feedback to this question, which provided some useful comments to be considered for future research. These qualitative responses have been categorized in broad subject headings and ranked from most recommended, to least suggested. The **top three** comments were significantly more common in each category, than the sum of the others.

- **Consult Citizens through Survey**
- **Consult Members through one-on-one interviews**
- **Police officer Survey is a good method (could also be done on-line)**
- No the survey method is not good and/or no time to complete
- Conduct open public forums
- Conduct internal round table discussions/focus groups
- Consult community leaders or key stakeholders

A significant number of respondents also stated that community feedback is essential and that different communities have different needs. Several officers commented that surveying citizens was paramount in moving forward and that it would assist in obtaining information, evaluating programs and providing direction. It was stressed that officers have to know what the different communities think and what their needs are in order to police effectively.

Questions 1-24 Program Delivery

The first 24 *statements'* rating success were focused only on program application and delivery. This focus on program delivery was raised as a concern in the introduction of this report in that community policing <u>is not</u> a simple A to Z program delivery model. One of the common criticisms directed at community policing efforts is that there is a focus on program delivery, with the mistaken assumption by some that once a program is put in place, community policing has been achieved. Specifically, *Community Based Policing For Front Line Officers* (1998, p. 2) points out that:

- Community policing is not a tactic, technique or program to be tried, then abandoned; rather, it is a new way of delivering policing services that is ongoing and measurable.

- Community policing is not public relations. While improved relations with the community is a welcome by-product of this form of police service delivery, it is not the primary goal.

Consequently, the questions asked, and the results drawn from *statements 1-24* of the survey are provided with some hesitation, for two reasons: First, there is concern that these results may reinforce the mistaken belief that community policing is confined merely to a series of programs or initiatives. Second, while program implementation may naturally emerge from a community-policing model, they are often specific to the needs of a given community and at specific times, and some of these programs are nearing end of life and should be re-evaluated to determine applicability to contemporary community policing efforts.

The community programs deemed by the officer respondents as most successful and receiving the ten highest ratings are captured in table 1 below.

Table 1
Please rate the success of each of the following community programs in your area.

Crime Stoppers	**76.4 %**
Victim Services Programs	72.4 %
School Liaisons	62.5 %
Drug Abuse Education - DARE	59.9 %
Mothers Against Drunk Driving -MADD	50.6 %
Auxiliary Constable Program	49.6 %
Cops for Cancer	46.9 %
School Bullying Education Programs	44.0 %
Community Meetings	42.8 %
Teens Against Drinking and Driving TADD	41.0 %

These programs were rated according to survey choices ranging from: *not successful, somewhat successful, not applicable, successful and very successful*. The programs identified in table 1 were ranked as the ten "most successful" programs in the respondents' areas. Although the jurisdiction was not correlated directly with this ranking, this finding is valuable as we look at program delivery provincially, from the officers' perspective. Research indicates that community-policing efforts should be tailored to address the needs and concerns in particular "*communities of interest*". So there is an interesting exercise to be done at some point, to further evaluate the effectiveness of programs based on the communities in which they are delivered. Suffice it to note for this present exercise however, that the top ten ranked community programs can be grouped into three areas. The first two, Crime Stoppers and Victim Services, both relate to solving crime and reducing the fear of crime. The second group includes School liaison, DARE, MADD, TADD, and School Bullying Education Programs. These are crime prevention and education programs aimed at young people. The third group of programs increases visibility and community partnerships, including Auxiliary Constable Program, Cops for Cancer and Community Meetings.

The remaining programs identified in the survey receiving lower ratings, or not applicable included: Cyber Bullying, Neighborhood Watch, Positive Recreation Activities for Kids, Restorative Justice Programs, Bicycle Patrol, Big Brother/Big Sister, Block Parent, Businesses against Thefts, Citizen Patrol and Storefront Operations.

Questions 25-40 Quantitative Result Tables & Categories

Survey questions 25 to 40 were designed to capture ratings from *strongly disagree, somewhat disagree, do not know, agree and strongly agree* with statements that probed the officers' general knowledge, understanding and perceptions of community policing as it relates to their community, their agencies, and self experiences. These responses have been captured in tables 2 through to table 5.4, and placed into general categories to later support discussions on the relevance of the findings. The responses were tabulated to reveal the distribution by absolute numbers for each response option, and by percentage that the whole number represents. The generalized categories include: T*raining, Organizational Commitment and Support, General Understanding of Community Policing, Officer Perception of Public Involvement & Satisfaction.*

Training

Table 2
Adequate training has been provided in the principles and practices of community policing?

Answer	Number	Percentage
Strongly Disagree	63	12.5
Somewhat Disagree	142	28.2
Do Not Know	37	7.3
Agree	213	42.3
Strongly Agree	34	6.7
No Responses	15	3.0

Table 2.1
Supervisor training has addressed how their role changes in a community-policing environment?

Answer	Number	Percentage
Strongly Disagree	109	21.6
Somewhat Disagree	142	28.2
Do Not Know	150	29.8
Agree	87	17.3
Strongly Agree	3	0.6
No Responses	13	2.6

Table 2 and 2.1 summarize the respondents' view on the level and/or adequacy of training on community policing as it relates to police officers and the role of supervisors. Just less than half of the respondents either agree or strongly agree that training has been provided to officers on the general principles and practices of community policing, with slightly fewer than that at 40.7% who strongly or somewhat disagree that training has been adequate. A strong majority at 79.6% either somewhat disagree/strongly disagree or don't know about the level of training for supervisors and their role expectations within a community-policing matrix. This indicates a

definite call to revisit the training issue on both fronts. Despite early efforts on behalf of the Department of the Solicitor General in the 1990s, and efforts by individual organizations, there is an identified need for continuous training and reinforcement to fully inform all officers and achieve province wide "buy-in" to community policing. Training will be especially important given the demographic profile of officers in New Brunswick, at minimum 116 officers hired in New Brunswick since 2003, and more being hired each year, mostly to replenish vacancies created through retirement.

Organizational Commitment and Support

Table 3
Our police department participates in formal strategic planning exercises?

Answer	Number	Percentage
Strongly Disagree	34	6.7
Somewhat Disagree	76	15.1
Do Not Know	94	18.7
Agree	225	44.6
Strongly Agree	59	11.7
No Responses	16	3.2

Table 3.1
The needs of our community are addressed in our strategic plan?

Answer	Number	Percentage
Strongly Disagree	31	6.2
Somewhat Disagree	58	11.5
Do Not Know	119	23.6
Agree	227	45.0
Strongly Agree	52	10.3
No Responses	17	3.4

Table 3.2
I have personally been involved in the police community consultation process?

Answer	Number	Percentage
Strongly Disagree	123	24.4
Somewhat Disagree	97	19.2
Do Not Know	71	14.1
Agree	149	29.6
Strongly Agree	48	9.5
No Responses	16	3.2

Table 3.3
Community policing has contributed to an increase in job satisfaction with police officers?

Answer	Number	Percentage
Strongly Disagree	128	25.4
Somewhat Disagree	166	32.9
Do Not Know	60	11.9
Agree	124	24.6
Strongly Agree	13	2.6
No Responses	13	2.6

Table 3.4
Our force has restructured and prioritized workload to free up patrol time for community policing?

Answer	Number	Percentage
Strongly Disagree	230	45.6
Somewhat Disagree	124	24.6
Do Not Know	47	9.3
Agree	81	16.1
Strongly Agree	10	2.0
No Responses	12	2.4

Table 3.5
Performance evaluations for patrol officers recognize them for initiating community building and community–based problem solving?

Answer	Number	Percentage
Strongly Disagree	110	21.8
Somewhat Disagree	137	27.2
Do Not Know	87	17.3
Agree	137	27.2
Strongly Agree	20	4.0
No Responses	13	2.6

Tables 3 to 3.5 generally reflect the relationship between the organizational support and commitment to community policing and the officers' perceptions and feelings regarding role conflict/expectations, value, significance of contributions, and buy-in. A slight majority of respondents reported in table 3 and table 3.1 that their agency participates in a formal strategic planning exercise and that the needs of the community are addressed in the strategic plan. A significant majority of 60%, however, have not been involved, or "do not know" if they have been involved in a police/community consultation process. It can only be speculated whether or not their input through that process would have been incorporated into the organizational

strategic plan. Of significant importance in analyzing the results from tables 3.3 to 3.5 is that a strong majority report that community policing has not increased officers' job satisfaction, with a greater majority feeling that their organization has not restructured and/or prioritized workload in patrols to allow for community policing activity. It can be argued that this response speaks directly to three issues: First, the officers feel the strain of workload. Second, they haven't adopted a mindset that community policing, when fully understood, can be woven in to most all aspects of policing on one level or another (again, not just program based). Third, they do not see organizational commitment and workload/restructuring adjustments being made to facilitate community police related expectations. All combined, these findings could feed into the notion that organizations are expecting more with less, and/or "paying lip service" to community policing.

General Understanding of Community Policing

Table 4
I have a good understanding of the principles of community policing?

Answer	Number	Percentage
Strongly Disagree	6	1.2
Somewhat Disagree	44	8.7
Do Not Know	18	3.6
Agree	331	65.7
Strongly Agree	89	17.7
No Responses	16	3.2

Table 4.1
 I am using community-policing principles in my everyday assignments?

Answer	Number	Percentage
Strongly Disagree	26	5.2
Somewhat Disagree	93	18.5
Do Not Know	23	4.6
Agree	283	56.2
Strongly Agree	62	12.3
No Responses	17	3.4

Table 4.2
The New Brunswick launch of community based policing in 1997 has been effective?

Answer	Number	Percentage
Strongly Disagree	65	12.9
Somewhat Disagree	139	27.6
Do Not Know	94	18.7
Agree	172	34.1
Strongly Agree	17	3.4
No Responses	17	3.4

The results as presented in tables 4 to 4.2 are interesting especially when compared to the findings discussed in relation to the data analysis of training and organizational commitment. Despite relatively low scores in those previous categories overall, the good news here is that 83.4% of the officers agreed or strongly agreed that they have a good understanding of the principles of community policing, with 68.5% indicating that they use community policing in their everyday assignments. This is in contrast to only 37.5% of the respondents agreeing or strongly agreeing that the launch of community policing in New Brunswick in 1997 has been effective, with more than that at 40.5 % disagreeing and 18.7 % saying they did not know. There seems to be some disconnect between the respondents' understanding, application, and evaluation of community policing - an interesting finding that is worthy of follow-up discussion in the qualitative section of this report.

Officer Perception of Public Involvement & Satisfaction

Table 5
Your municipal council/board are consulted in the strategic plan process?

Answer	Number	Percentage
Strongly Disagree	29	5.8
Somewhat Disagree	45	8.9
Do Not Know	188	37.3
Agree	184	36.5
Strongly Agree	40	7.9
No Responses	18	3.6

Table 5.1
Our police force has made very good use of civilians and volunteers to support community policing?

Answer	Number	Percentage
Strongly Disagree	79	15.7
Somewhat Disagree	157	31.2
Do Not Know	43	8.5
Agree	180	35.7
Strongly Agree	32	6.3
No Responses	13	2.6

Table 5.2
Local crime and disorder problems have been identified through a police-community-consultative process?

Answer	Number	Percentage
Strongly Disagree	37	7.3
Somewhat Disagree	159	31.5
Do Not Know	72	14.3
Agree	198	39.3
Strongly Agree	23	4.6
No Responses	15	3.0

Table 5.3
The level of satisfaction, particularly with victims, of police services has improved?

Answer	Number	Percentage
Strongly Disagree	39	7.7
Somewhat Disagree	148	29.4
Do Not Know	44	8.7
Agree	226	44.8
Strongly Agree	35	6.9
No Responses	12	2.4

Table 5.4
In your community, there is a decreasing fear of personal victimization?

Answer	Number	Percentage
Strongly Disagree	88	17.5
Somewhat Disagree	180	35.7
Do Not Know	75	14.9
Agree	133	26.4
Strongly Agree	11	2.2
No Responses	17	3.4

Tables 5 to 5.4 were loosely categorized under the heading *Officer Perception of Public Involvement & Satisfaction* as the questions relate to external stakeholders; therefore, the officers' responses may be marginally more speculative or intuitive in nature. Almost equal amounts responded that they either agreed or didn't know (36.5 versus 37.3 %) if their municipal council or police board is consulted in their departmental strategic planning. A similar split of responses was revealed by 46.9 % versus 42 % of respondents, who reported that they disagreed or agreed that their agency makes good use of civilians and volunteers in supporting community policing efforts. A very slight majority of respondents 43.9% believe that local crime and disorder problems have been identified during police/community consultation processes, while 38.8 % disagreed or strongly disagreed. It is interesting to note in tables 5.3 and 5.4 that while

more than half of the respondents felt that there has been an increased level of satisfaction, especially among victims with police, a comparable number reported that they did not believe that the fear of personal victimization is decreasing within their community.

Questions 41-47 Qualitative Written Responses

The final block of questions 41 to 47 were open-ended and sought the free flowing qualitative input of the respondents. The intent of this section was to garner feedback specific to what can be done, or has been done, to facilitate the growth of community policing in New Brunswick. A thorough analysis of the qualitative officer responses produced a series of themes that will be reflected upon in the discussion section of this report. What is evident in the qualitative findings is that the respondents were given the opportunity to express their views, based on their personal experiences and understanding of community policing, while not being constrained to selecting a pre-designed response that forces a limited choice option. Open-ended questions provide valuable insight into the respondents' inner views on the questions posed and produces comments that can be drawn into research conclusions and recommendations. Open-ended responses are especially telling when the same comment surfaces multiple times and then is analyzed in the context of the study as a whole.

> **What internal changes have taken place to facilitate the delivery and growth of community policing and do you think community policing is a critical element in responding to crime?**

The written responses in the first part of this question lead to the establishment of four main themes*: Management, community, police officers, and training*. The officers noted that management has a better understanding of community policing and has taken measures to embed the philosophy in the organization, and that communication and interaction with the public is important. A commonly held sentiment through the survey continued to be a call for additional resources, officers and time. Respondents also provided insight into other internal changes that have sought to support community policing in the past, or comments indicating some things that have not. In the qualitative written responses below, officers reported that training has been good, but also identify a need to better educate and communicate with the public with respect to the philosophy of community policing. This section was somewhat ambiguous in the answers drawn, likely due to the nature of the two-part question. The following headings are an attempt to categorize and capture the respondent's written input.

Management
- Management is more responsive to community policing
- Community policing is embedded in mission, values, and performance
- Some new community police positions
- Better understanding of community policing
- Community partners and police discuss crime reduction
- More empowerment given to officers
- Facilitate partnerships with the community
- Created community police teams and open community police offices

Officers
- Still need more officers on the street
- Taking officers from patrol creates additional stress; not enough time for patrol to commit the time they would like
- Additional manpower and funds are needed to meet the demands
- Police and community partners discuss crime reduction
- Still need dedicated community police positions
- Additional time is needed for officers to interact with the community

Community/Public
- The importance of community interaction has been recognized
- Empower officers and citizens to work together
- Engage citizens in the delivery of programs
- Community police teams / community police offices in communities

Training
- Better training in community policing and problem solving have made a big impact
- Educate the public to be our partners
- Better understanding of community policing (all around)

Organizational transformation is a key to successful community policing and the results indicate that community policing is included in the mission and values of organizations and management has become more open to the philosophy over the years. Some of the qualitative responses seem to contradict earlier quantitative findings - especially in table 2 - that highlights the adequacy of training issues.

The qualitative written responses reflect findings somewhat contradictory to the numbers previously revealed in table 2. So, qualitative answers noted under the sub-heading of "training", should be interpreted to mean, that yes there has indeed been a degree of successful training, but there is still an identified need for internal and external education and communication with respect to the basic principles of community policing. Furthermore, given the evolving nature of community needs, there is also a need to introduce contemporary initiatives such as *Safer Communities*, *Prolific Offender Programs* and *Crime Reduction Strategies*, which have been captured in recent literature or currently practiced in the field, or advocated by public safety leaders across the country. It can be speculated, however, that the training, for those who have been exposed to it, has made a positive impact on their perception of and commitment to applying the principles of community policing.

In the second part of this question, officers were asked if community policing is critical in responding to crime. Overwhelmingly the respondents responded in the affirmative as noted below in illustration 2. Again this is a good-news story, in that, despite officers calling for added resources, and knowing that there is a need for more training and organizational restructuring, officers demonstrate faith that community policing has an important and legitimate role to play in response to crime issues.

Illustration 2

Do you think Community Policing is a critical element in responding to crime?

12.4%

87.6%

Yes
No
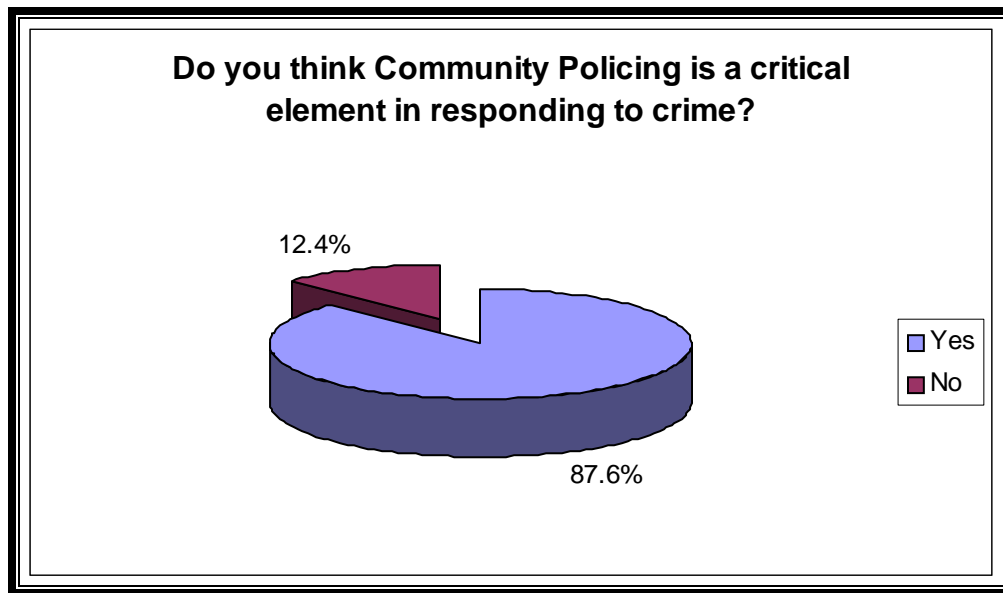
In the following open-ended question, respondents were asked what changes they believed would help to facilitate the growth of community policing in the future. As a result, five themes were captured as areas requiring change: *Organizational Philosophy, Police/human Resources, education/training, increasing number and effectiveness of Community Partnerships and, the use of media / social marketing strategies.*

What changes need to take place to better facilitate the growth of community policing?

Five Themes

These five themes as noted below in illustration 3 have been reiterated in a variety of forms and responses throughout the survey and study, and will be woven into the recommendations for this project accordingly.

Illustration 3

What changes need to take place to better facilitate the growth of community policing?
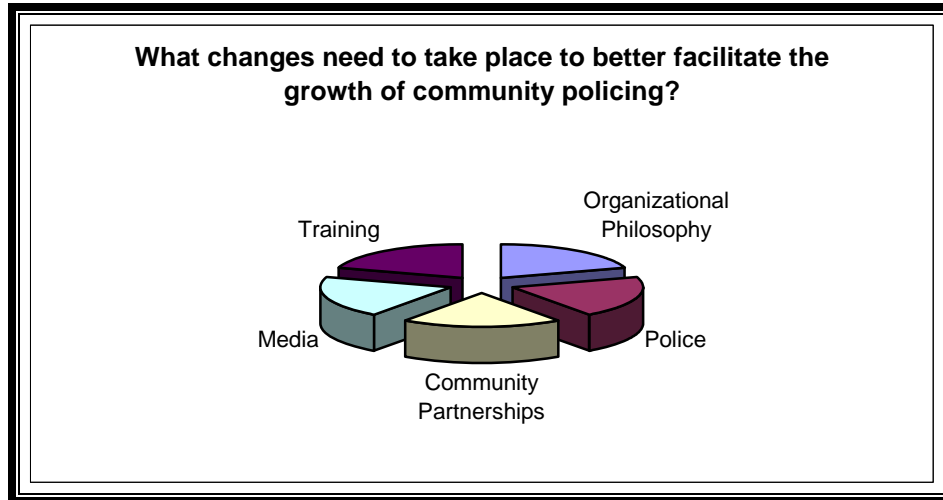
Organizational Philosophy

- Recognize that CP is part of the response to crime reduction
- Convince everyone
- Top management has to believe
- Establish priorities
- Strategic change based on community needs
- Inform the public - Media coverage

Police/Human Resources

- Improve image of police
- Increase visibility of officers
- Better communication with community
- More officers are needed
- More officers need to be assigned to CP
- Need community liaison person
- Front line officers need to interact more in the community

Community Partnerships

- Increase community involvement
- Increase interaction with community
- Communicate with stakeholders and leaders
- Community meetings are very important to get buy-in
- Discussion of community needs
- Address problem and concerns together
- Community meetings are needed to help develop community partnerships

Education / Training

- Program Development
- Public and Community awareness
- Officer training
- Problem Solving
- Volunteers
- Resources

Media/Social Marketing

- More recognition for volunteers
- Publicize successes
- Share end results
- Tell our story
- Keep communities informed

The organization has to recognize and believe that community policing is part of the response to crime reduction and priorities, and strategies need to be established, based on identified community needs. Involving the community by soliciting their input, and by keeping them informed directly or through the media, is viewed as critical. A recurring theme in the responses continues to be a call for more officers to increase visibility and interaction. Training, too, was identified as an important factor in facilitating the growth of community policing, with attention given to best practices rooted in the fundamentals, including: *problem solving, volunteerism, community awareness and program development.*

What activities do you believe could be used to enhance, support, and maintain community partnerships and policing consultations in New Brunswick?

Communications with community, Community partnerships, Community policing, Police, and *Programs/Activities*, were the main themes developed from responses to this question. This qualitatively supports the belief by officers that community / police partnerships, engagement, and open dialogue are critical elements of community policing.

Partnerships may involve anyone who has an interest in the community, including but not limited to: police, other service agencies, schools, nonprofit and community groups, businesses, media, and interested individuals. Local government and strategic stakeholders need to be considered, as additional funding and resources may be required.

Programs and activities for schools and the community were also identified as being important in the ongoing development of community consultation and partnerships. It is imperative to remember that each community has different needs; therefore, the program and/or strategy may be different, based on particular "communities of interest".

These questions were asked separately in the survey and each question only yielded responses from about half or less than half of the officers. And of those that responded, a significantly large number responded that they "did not know" or marked it as "not applicable". The low response rate to these two questions may reflect the wording of the questions, or that the questions were not relevant to the pool of respondents and their knowledge of organizational evaluations and citizen feedback. Suffice it to say here that the results did not produce statistically significant or reliable numbers worthy of further analysis, but these will be addressed in the discussion section of this report.
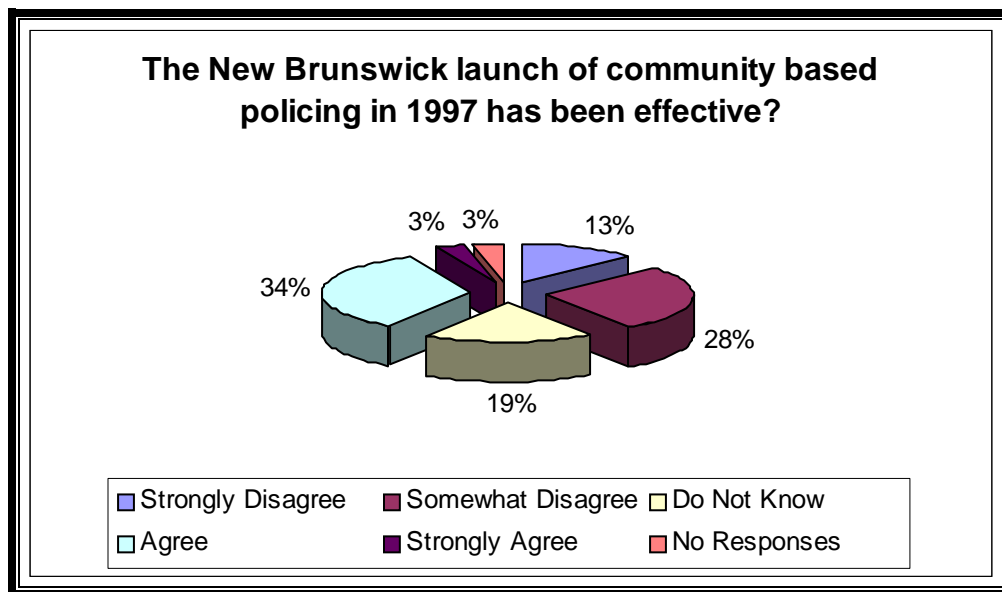
To this question, there was a broad range of answers from over 322 respondents in total. There were 197 respondents who stated that they use various forms of media including newspaper, radio, TV and website, with newspaper and radio being the most frequently mentioned. The remaining 125 responses were spread from "never use" to "do not know". Significantly few (53) cited they use the media on a scale from "rarely" to "constantly", with "rarely" being the highest response at 18. In terms of their view of using the media, only 201 officers replied, with 10 responding in the negative, four being "half and half", and 21 stated media use is the responsibility of the media section. The remaining 175 responses ranged from "positive" to "excellent", with 66 focusing on the use of the media for delivering specific messages and initiatives. From these comments, it is apparent that the media can and does play an important role in keeping the public informed, and a good tool for communicating with the public and drawing out or attracting partnerships. The results, however, also reveal that just over half of those that responded to this question use the media, but not consistently. The qualitative responses did show that the media is an important resource and one that should be used more often.

DISCUSSION RELEVANT TO FINDINGS

The demographic data section of this survey was very brief and only captured information in three basic categories, including *the agency, rank and years of service.* The dearth of demographic variables has made analytical discussion difficult insofar as determining whether or not the respondents are drawing on their experience from years of service with the same agency, in this province, and/or what impact their basic training may have had on their understanding and perceptions of community policing. An interesting question to consider is the impact that such data may have had on the analysis of the respondents' views, and what, if any, of these variables would have been reflected in the analysis. For example, how statistically significant or reliable is an officer's response to the question about the effectiveness of community policing since the provincial launch in 1997, if that officer has served in the province for a brief time, and lacks knowledge or experience as to what policing was like prior to the community policing era? Conversely, how does one's direct exposure with community policing and relevant training impact on their perception of it?

Illustration 4

The New Brunswick launch of community based policing in 1997 has been effective?

3% 3% 13%
34%
28%
19%

- Strongly Disagree - Somewhat Disagree - Do Not Know
- Agree - Strongly Agree - No Responses

As previously noted in the introduction of this report, three questions seem to dominate discussions on community policing: 1) what is community policing? 2) how do you implement and tailor community policing to the needs of the community? And, 3) how does one know if community policing is working? That these questions continue to haunt community-policing efforts is troubling but not surprising when we look at the 2007 survey results in this study. This line of query has been identified in research as a common stumbling block in relation to community policing, and have somewhat besieged efforts since it was formally introduced in New Brunswick and other jurisdictions in the mid-1980s and 90s. A comprehensive methodology for eliciting results to help satisfy these questions would ideally include an examination of responses from various sources, including all levels of police officers, civilian

staff, key stakeholders and citizens from around the province. Through a series of survey questionnaires, interviews and focus groups, with a defined demographic analysis, a more fully informed response could be drawn from both internal and external vantage points. While a multifaceted approach would significantly maximize the validity of the findings, the use of such stringent study would require a long-term investment in research time, effort and cost. For the purposes of this present study, however, surveying the perceptions and experiences of New Brunswick Police Officers does provide insight into why these questions continue to linger, and into what can be done in the future.

The role of the police is expected now more than ever to be proactive, with emphasis on problem-solving strategies and partnerships to prevent and deter crime and disorder issues that threaten public safety.   It is encouraging that the research findings revealed that quantitatively the majority of the respondents either agreed or strongly agreed that they have a good understanding of the principles of community policing, they profess to use community policing in their everyday assignments, and, a very high percentage reported that community policing is a critical element in responding to crime.

Illustration 5
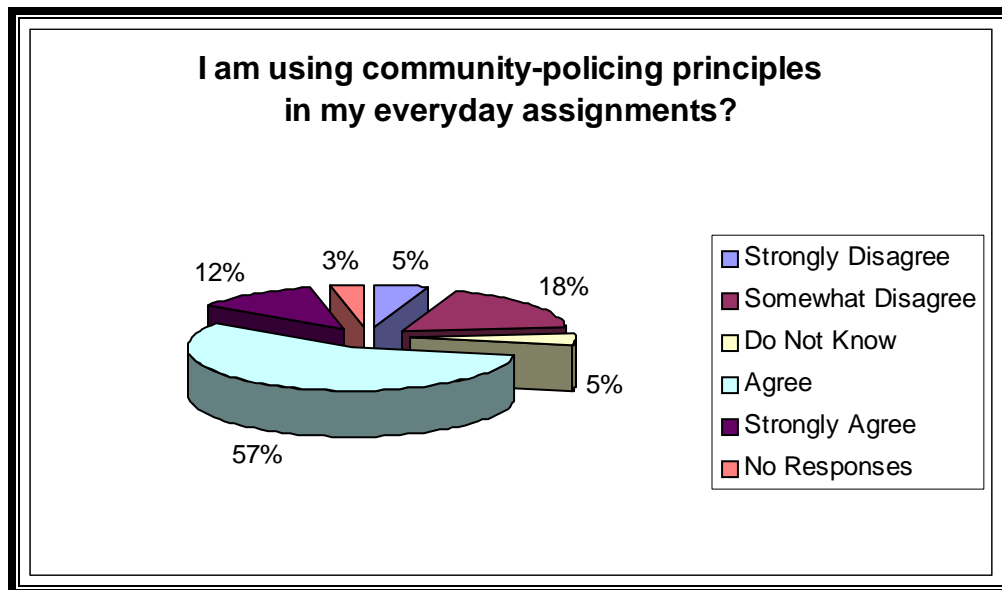
While this report reveals that officers generally know what community policing looks and feels like, when looked at qualitatively these issues appear somewhat shrouded in ambiguity. The enthusiasm appears to be hampered by feelings of: contradictory job expectations, lack of support, human resources and time. Not-withstanding, it is fair to note though, that while many officers see community policing as an important and meaningful style of service delivery, there is a lack of agreement among respondents when this sentiment is qualitatively examined. The findings in this study illustrate that although many officers practice community policing, it is primarily most likely to happen when time and resources permit – an event, which doesn't appear to be provincially consistent. All of these pieces feed into a reported mix of officers' level of job satisfaction as it relates to community policing, as depicted in illustration 6 below. The

reports on job satisfaction as it relates to community policing are likely linked to the respondents' feelings of a lack of organizational restructuring/re-prioritizing, emphasis on performance factors, training and resources.

Illustration 6

Community policing has contributed to an increase in job satisfaction with police officers?

3% 3%
25%
25%
12%
32%

- Strongly Disagree
- Somewhat Disagree
- Do Not Know
- Agree
- Strongly Agree
- No Responses
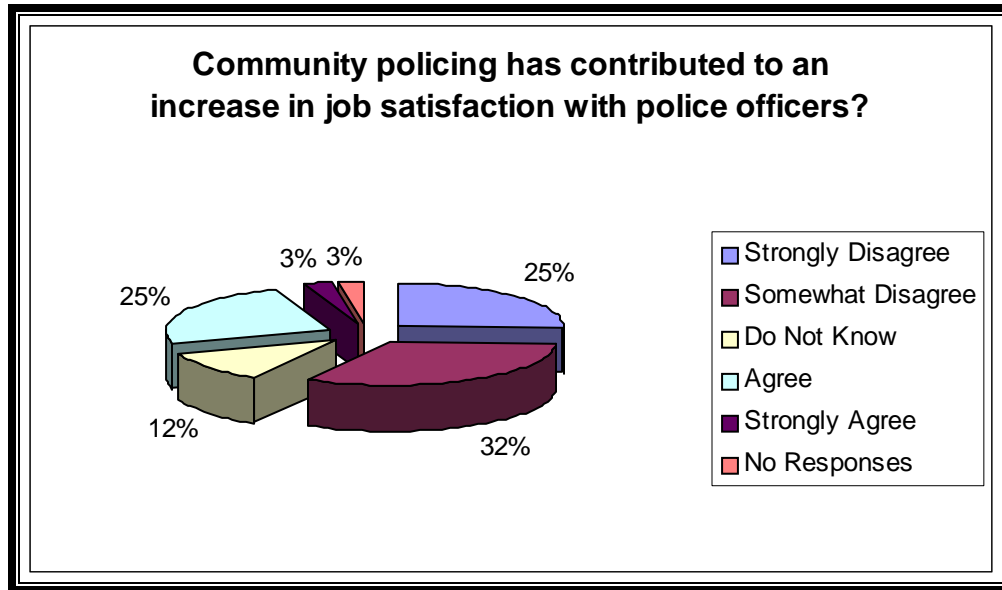
Consideration of the Five Themes

The five themes indicated previously in illustration 3 were extracted from the data and are presented as critical elements for consideration to facilitate the growth of community policing in New Brunswick. These include: *Organizational philosophy, Police/Human Resources, Community Partnerships, Media / Social Marketing, and Training*.

Organizational Philosophy

- All members in the organization - from the senior executive ranks to constables and civilian staff, work groups and divisions - have to recognize and believe that community policing is the cornerstone of policing in New Brunswick, and for good reason. Community policing is a fundamental part of the solution to crime and disorder issues, crime reduction and reducing fear of victimization. Priorities and strategies need to be set, based on the evolving public safety needs of their community. The community must be the central focus of the organization's mission. The organization must demonstrate support for community policing by re-affirming its commitment, setting priorities and re-aligning its structure accordingly.

Police/Human Resources

- Increased visibility and access to the police will result from hiring more officers and civilians. The latter group must be those who can support related functions, allowing officers to spend more time in the community. More officers are needed to interact with the public and fulfill the increasingly complex expectations of the public police in the 21st century. The traditional "Pop-to-Cop" ratio as a method for rightsizing an agency's compliment may no longer reflect the actual needs of a given community.

Community Partnerships

- Police need to continue to develop community partnerships. Community engagement, needs, interaction, and meetings are crucial. Community partnership can provide human resources, expertise in related fields, and funding opportunities. Community partnerships may take the form of individuals, special interest groups, and other social service agencies, to name a few. Recruiting, engaging and retaining volunteers are also critical.

Training

- Training has been identified as an important factor in facilitating the growth of community policing. Best practices can be emulated through ongoing and consistent training and sharing of resources and literature. Areas for training in relation to community policing include: all officers being given a consistent foundation, supervisory role in community policing, program development, problem solving, and volunteer / community awareness training.

Media/Social Marketing

- Media coverage was noted as being a very important tool for communicating with the public to share successes and results, keep the community informed, or seek information and help. Informing the public was noted as critical. Social marketing strategies have been identified in research as a systematic way to "achieve specific behavioral goals for a social good". The use of various forms of media could be more frequent and consistent.

Training will be especially important, given the current and predicted demographic profile of officers in New Brunswick. Between 2003 and 2008 there were at least 116 officers hired in New Brunswick, with more being hired each year, mostly to replenish vacancies created through retirement. "Within the next four years (2008-2011), 108 police officers will be needed to fill new (20) and vacant (89) positions within municipal/regional police forces (NB Police Human Resources Survey Report, 2008, p. 16). This attrition will affect all ranks from constable to senior management and executive positions in varying degrees across the province. Another challenge in terms of training is the need to address the varied backgrounds that new employees

bring to their respective agencies. Their recruit training, ranging from RCMP Depot to the Atlantic Police Academy and Military Police can impact this. Relocated veteran municipal officers from across the country, and the turn over of federal officers transferring in and out of the province are additional challenges. All these variables contribute to different understandings, perceptions or experiences relating to community policing.

What is interesting in the discussion about *human resource* allocation and its associated costs is that despite best efforts of the police to prevent crime, enforce laws and preserve the peace, our courtrooms and prisons remain at capacity or beyond. The criminal justice system and other helping social agencies are in general suffering from a human resource strain across the board – in an effort to keep pace with public safety issues. Cumulatively, the services related to crime and public safety has a tremendous annual price tag for the Canadian taxpayers. The financial cost to incarcerate one adult male for one year in a federal Canadian institution ranges anywhere from $71,640 to $110,223. The cost of incarcerating an adult woman costs up to $150,867 each year, and for youth, "the cost to society of a young person in contact with the law – including costs to the child welfare and young offenders systems – is estimated to be at least $511,500 by the time the youth is 17 years old. These costs are quite substantial and do not provide taxpayers with any long-term financial benefits" (Environmental Scan New Brunswick Policing, 2007, p. 82). Popular literature over the decades has continually pointed to the advantages of prevention and initiatives that address "risk and protective factors for crime". This is akin to the old adage "pay now or pay later", and research supports it. When communities and their police agencies successfully prevent and reduce crime, they do so "at a much lower cost than adding more police officers or incarcerating more offenders. For example, to reduce serious crime by 10%, you can either help at-risk youth complete high school through a program like "Quantum Opportunities", or spend over 7 times more in tax dollars per household to put more people behind bars for a longer period of time" (Environmental Scan New Brunswick Policing, 2007, p. 82). This of course doesn't include the cost of actual social harm, victimization and lives lost.

In short, the incarceration costs alone of *x* number of offenders, and failing to prevent crime in the first place, is significantly greater than the cost of hiring *x* number of officers, court staff or social workers, per *x* offenders, per year. So what of this "old math", in the context of discussions surrounding contemporary community policing?

There is a need to re-align the formulas used to determine the right numbers of officers and civilian support to police the province. The allocation of human resources should be based on variables beyond the traditional "pop-to-cop" ratios of the past. Public safety issues tend to remain somewhat predictable, with some degree of activity flux within policing regions or "communities of interest". Research also supports the fact that the majority of crime and trouble is caused by a relative few, and that there are specific areas that are more problematic than others. The right sizing of police officers and civilian support in the province should be adjusted by giving consideration to crime reduction and preventative community policing initiatives that can make a difference when human resources are permitted the time and opportunity to act strategically. Rather than relying on traditional police-citizen ratios, now is the time for agencies to conduct meaningful internal evaluations and gap analysis exercises, with input from the community and their members, to identify areas of critical risk that police service delivery is unable to meet with current staffing levels and service delivery style. The changing policing

environment, paired with a shrinking capacity to get work done, reflects more than just numbers of officers and calls for service. It also reflects the increasing complexity of today's criminal justice system, crime trends, and rising public expectations in terms of policing deliverables. Agencies need to take a hard look - both internally and in context of their respective communities - to the allocation of human resources.

Furthermore, with respect to *human resources* and retention in the coming years, the *Environmental Scan New Brunswick Policing* (2007, p. 51) observes: "People stay in a job because they like their bosses and have a feeling of control over their workplace. Is this true about us? Where can we give more control to employees?" Perhaps one of the answers to this question can be found in the added "autonomy" given to officers engaged in community policing. Early research in the 1990s on community policing indicated that job satisfaction increased among some officers who were actually permitted time and opportunity to practice the principles community policing consistently. This early finding has eroded over years as organizations have stretched their human resources to capacity - with sometimes-conflicting job expectations; while still expecting their officers to operate from a community-based perspective.

Demographic variables useful to factor into community policing strategies in New Brunswick in coming years include the shift in age group distribution between the seniors and our youths. This shift will place a greater demand on policing, in terms of both police-related and quasi-police-related services, and highlights the importance of developing and establishing *community partnerships*. Seniors, for example, are a rapidly growing population in New Brunswick and "represent the largest demographic in Canada, making them visible targets for crime. Seniors aged 65 and older experience the lowest rate of violent crime in Canada; however, these crime rates against them have increased approximately 21% from 1995 to 2005. Seniors are more likely to know their aggressors, and less likely to report the crime" (Environmental Scan New Brunswick Policing, 2007 p. 76).

The demographic prediction in New Brunswick also expects to see employable adults between the ages of 25-44 years old leaving the province for work, while unemployed 15-24 year olds and retirees are most likely to remain. "There is strong empirical evidence that the low-income and least employable segment of society is the most likely to turn to crime. In New Brunswick's case, this segment is rural youth. Based on this demographic prediction, and knowing that the crime levels are linked to the extent of the male population within the 'crime-prone' years of 15-25 it is likely that New Brunswick will continue to experience "petty crime for another 10-15 years until they mature". Research also indicates that "youth at risk behaviors such as alcohol use, teen dating violence, and violence in general is more prevalent than ever"(Environmental Scan New Brunswick Policing, 2007 p. 73). Currently, aboriginal and non-aboriginal youth are incarcerated above the national average, and "homeless youth are becoming a fast growing trend in New Brunswick. They tend to have exposure to physical violence, mental health problems, alcohol and drug abuse, sexual abuse and conflicts with the law. Aboriginal and gay and lesbian homeless youth tend to avoid using shelters for fear of further discrimination" (Environmental Scan New Brunswick Policing, 2007, p. 21).

This demographic prediction has implications with respect to an aging population. Seniors are experiencing increased fear of - and actual – victimization. With the potential for more "at risk" and unemployed youth in their crime-prone years, it is reasonable to speculate that there will be an increased demand for police services and community-based programs to deal with these related issues. The *Environmental Scan New Brunswick Policing* (2007, p. 39) asks "what is being done to address this and specifically in terms of accessibility to youth programs, especially when so many of our youth programs and linked to schools, and too often our at most risk youth are unemployed and not consistently enrolled in school. What forms of positive contacts can be made with them?" It is certain the police alone will not be able to meet these demands, and will continue to turn to **community partners** for assistance.

Police management and the rank and file must be willing to work in partnership with various stakeholders, and recruit community volunteers to a greater degree in the 21st century. The **organizational philosophy** has to shift away from and let go of the vestiges of power and control and look toward innovative problem solving strategies" (Fredericton Police Force, 2007, p.10). Police leaders and their employees must re-affirm their commitment to community policing and re-think police strategies. This new vision must be effectively communicated internally and externally through various forms of **media** and outreach. Sound strategic organizational re-tooling is best developed through research, insight and consultation, with consideration of past events and looking innovatively to the future. While the rank and file will be required to be actively engaged in the community-based mission of the organization, they need to believe their efforts are being supported by the organization, in terms of identified performance indicators, clear expectations, re-design of formal work structure, and new positions.

When community-policing efforts are tailored within an organization, and to meet the needs of specific communities or groups, at specific times there is a need to evaluate and measure the success of those efforts. This can be complicated when "communities of interest" shift, and priorities for programs, initiatives and efforts change to meet the needs of the day. While policing, government and community efforts must continually evolve and be strategically fluid, they must do so while remaining true to the underlying philosophy of community policing.

In McCormick's literature review of his examination of *Policing Arrangements in New Brunswick: 2000 and Beyond* (2006) he references several contributions to policing research from Australia, the United Kingdom and Canada. The second stage of his report looks at academic literature, police practices, and evaluation studies which were documented in order to assess future directions in which to move New Brunswick Policing" (McCormick, 2006, p. 47). He referred to several pieces of research that are worthy of consideration. His literature review should be looked at in detail. The initiatives and research that he chose to include are relevant to discussions on New Brunswick Policing Standards, and more specifically to community policing efforts. For example, in terms of the importance of the evaluation of police initiatives he cites a report by Segrave and Collins (2005) who illustrated the necessity of using both qualitative and quantitative measures. They explained that "crime-reduction is only one of many success-variables, others include fear of crime, reducing victimization, intelligence gathering, improving public satisfaction with policing, building stakeholder relations, addressing community problems, crime prevention education, and improving public perceptions of the community".

Similarly a report by Taylor, N., & Charlton, K. (2005) as cited by McCormick (2006) focuses on crime level reports pre and post community policing efforts in a business and shopping district. The caution here is that there is a need to use "various contrasting indicators in determining not only the level of crime in a community but also the effectiveness of police innovations. The impact of police shop fronts on reducing crime is difficult to identify or measure through official data alone; it is necessary to compare self-report crime data with official data to reveal the impact of innovation" (McCormick, 2005, p.13). It can be argued that problem-oriented policing and intelligence-led policing are closing linked, in that both initiatives target specific people and/or places of concern by using a systematic and intelligence based approach to crime and disorder. While intelligence led policing is emerging as a contemporary approach, the argument can be made that this is merely a logical extension of practices synonymous with community policing: good communication, partnership and problem-focussed attention by the police. McCormick cites two studies worth review: one by Radcliffe (2003) on intelligence-led policing and White et al. (2001) on problem-oriented policing.

Future Impact of Local Governance on Policing ~The Finn Report

Commissioner Jean-Guy Finn published his report "Building Stronger Local Governments and Regions: An Action Plan for the Future of Local Governance in New Brunswick" in late 2008. The report outlined a number of recommendations and possible solutions to the challenges facing the province and its communities, some of which focused directly on policing arrangements. While the report was tabled near the closing of legislature in the fall of 2008, and it is highly unlikely to see any action on its recommendation before elections in 2010, the implications for policing and regionalization of services should be considered as police agencies plot forward in their revived efforts of community policing. As pointed out by Finn (2008) "the definition of community by itself evolves and may identify different realms at different points in time" (p. 18).

While discussions of regionalization of policing have been circulating for many years in New Brunswick, the Finn Report brings it one step closer to this possibility. In fact, the report calls for the establishment of 12 regions that will cover the province. In terms of services, this would include the delivery of policing. Specifically, *recommendation 23* of the report proposes "that policing become a mandated service (planned, organized and delivered on a regional basis) once a plan has been developed through the regional service district. It is further recommended that this plan be developed building upon the main recommendations contained within the Grant Report. It is also recommended that an integrated regional approach to policing services be implemented within 2 years of the establishment of the regional service district. At that point in time, present inter-municipal police commissions, where they exist, should be dissolved" (Finn, 2008, p.187).

Finn (2008, p. 107) noted that "weaknesses associated with the proliferation of small municipal forces and with the present policing administrative structure were well diagnosed" in the 1992 Grant Report. The Finn Report concurs with much of the 1992 findings in that these "weaknesses" can only be addressed through the organization and delivery of regional policing. Should this happen, "...services could be delivered through various arrangements: a contract

with the RCMP, the establishment of a new regional police force, the expansion of an existing municipal police force to cover an entire region, or a combination of these approaches" (2008, p. 107). Whether or not regionalization materializes during the next era of community policing efforts in New Brunswick, it is worthy of consideration when observing how police agencies across the province understand and deliver policing services consistent with and committed to a "community based" service approach. If and when regionalization of policing services becomes a reality in New Brunswick, it is that much more important to be prepared with commonly understood principles and practices around community policing. With human resources spread over greater geographic areas, and the likely public anxiety and mixed expectations about the provisions of emergency services during the transitional phase, a well-established community policing foundation and strong partnerships will secure the public's feeling of safety, and the continuity of service.

Sharing Results of Contemporary Community Policing Initiatives

As noted in the introduction of this Survey Report, the purpose of this study was threefold: it set out to determine if the adoption of the community policing mandate in 1997 was successful; analyze its current effectiveness; and recommend what needs to happen to facilitate the growth of community policing in the province. Although the findings revealed in table 4.3 that only 37.5% of the respondents believe that the 1997 launch was effective, 83.4% of the officers agreed or strongly agreed that they have a good understanding of the principles of community policing, with close to 70% claiming to use some community policing in their everyday work. So while this seems somewhat contradictory, there is evidence that the Department of the Solicitor General of the day, (and currently the Department of Public Safety), along with individual police agencies are - and have been - doing some positive things to promote and encourage community policing in accordance with the recommendations in the 1992 Grant Report and the subsequent Policing Standards mandate. As New Brunswick Police Services chart the way forward with respect to community policing, it is essential, as pointed out by McCormick (2006) that agencies re-evaluate services and programs. This final section will provide an overview of lessons learned from Halton Regional Police, and share some positive 21st century contemporary community policing efforts.

Halton Regional Police – Lessons Learned

In an article *Lessons Learned From Halton Regional Police* (2004), a case study was presented pertaining to the 1980s implementation of community policing in that area, and their efforts over the years to conquer related challenges.   The article shares Halton's experience with the implementation of community policing, including a discussion about the comprehensive change in organizational philosophy and practice, and the struggles on how to do so effectively. "Recently, the HRPS conducted a lengthy internal review involving just about everyone in the organization, from the governing body to street level constables. Then it began to implement a revised approach to community policing that represented years of trial and errors, rigorous self-examination, and learning from mistakes.   The change does not represent a radical transformation but rather a series of adjustments that show recognition of what has worked in the past and what has not" (Cooke, 2004, p. 63).

In the Halton experience the process of organizational change met certain obstacles over the years and mirror some of the results found in the New Brunswick evaluation of community policing. Specifically Cooke (as cited in Nancoo, 2004, pp. 73-74) noted frustrations surfaced after the 1991 strategic plan. These included "*lack of commitment to the concept of community policing, low morale, a lack of adequate training in community policing, and inadequate assessments of community-policing activities*. …Despite its long history of philosophical approval and uninterrupted implementation of community-based programs, *lack of commitment* was repeatedly identified by administrators and front-line personnel as the single biggest obstacle to the effectiveness of community policing". This observation cut two ways. First, administrators sensed resistance from the frontline and an overdependence on program delivery as an obstacle, while the front line sensed a lack of genuine support from the upper echelons who were thought to be paying "lip-service" to politicians and special interest groups at the "expense of the officers". It was noted in the Halton study, much like the New Brunswick study, that while there are and have been obstacles to the implementation and practice of community policing over the years, both the internal and external response tends to be positive with respondents commenting on its effectiveness, personal fulfilment/job satisfaction, good community relations, and high degree of community engagement. The lessons learned from Halton Regional Police can be summed up in five key points, which are worthy of consideration (Cooke, as cited in Nancoo, 2004, pp. 87-91):

1. **Community policing is a philosophy ~** "the belief that community policing is a philosophy and not just a set of programs…real problems must be solved…by the slow painstaking process of instilling the values of community policing in the hearts and minds of all participants, one at a time".

2. **Don't expect results overnight ~** "meaningful reform also takes a consistent commitment over a long period of time, an objective that is extremely difficult to achieve".

3. **Allow for innovation from within ~** "allow good people the opportunity to innovate and excel, and make some of the things we are talking about work…. trying different approaches, creative, dedicated, somewhat entrepreneurial individuals were empowered to develop crime-reduction and community-awareness techniques that have proved to be effective in their areas and have started to spread throughout the organization".

4. **Learn from and admit your mistakes ~** HRPS restructured its operations proving to "some members that decision-makers are sincere, mainly… the newest effort represented a willingness to admit that problems existed with the way things were operating an how they had been implemented in the past".

5. **Start from the bottom up ~** "Community policing has to be done the hard way... there are no easy solutions, and no matter how well a police service is managed, there will still be obstacles to overcome**….** it is a combination of patience, commitment, ideas, creatively constructed programs…monitoring and flexibility and listening".

2007 ~ RCMP: Community Program Officers

The Acting OIC Youth, Aboriginal & Community Policing Officer with RCMP "J" Division, Ray Duguay summarized the Community Program Officers (CPO) initiative, which was launched in September 2007. He explained that the RCMP has focused on the "prevention and reduction of youth involvement in crime as victims and offenders" as a national strategic priority. The importance of this focus is supported by the RCMP Client Services Committee meetings, community consultative group discussions and, with the Strategic Policing Advisory Committee. It has been stated that the "Community Program Officers fill a critical gap for communities by ensuring that the effective programs are supported, and that police efforts to reduce and prevent crime are significantly enhanced" (Duguay, 2009). This is not a string of programs, but rather a well developed, comprehensive package directed at - and depending upon - strong, committed and strategic partnerships within communities.

In November 2007, the Youth Officer Resource Centre became operational at the national level to support dedicated youth liaison officers with material and program support. Within the Atlantic Region, commanding officers have appointed provincial youth coordinators to lead the community program officers. Currently there are eleven Community Program Officers in the Divisions and one in Codiac Region, serving the Moncton area. The CPO initiative will be undergoing its first evaluation early in 2009, with the results following at a later date. The employment of the CPO serves also to enhance the work of the front line police officers, but at a lower cost to the organization, as salaries are less than that of a sworn police officer.

Key roles and responsibilities of the CPO

Bridge building: CPOs are responsible for developing relationships with community groups, regional and divisional offices, police agencies, and government departments at the municipal, provincial and federal levels, international groups and a variety of partners of the RCMP.

Community Partnerships - The RCMP Client Services Committee and consultative groups have expressed the need for increased visibility and police presence in their communities. These groups are working with the RCMP to discuss service levels and expectations.

"J" Division RCMP currently delivers a range of community-based programs throughout New Brunswick. Through consultation with the Department of Public Safety and communities it is clear that programs such as Crime Stoppers, Drug Abuse Resistance Education, PARTY, Safe Grad, and Safer Communities are highly sought after and considered to be effective.

The RCMP New Brunswick Provincial Youth Coordinator oversees the community program officers in their duties, which include:

1. Consultation and preparation of annual district youth community plans.

2. Providing front line support to provincial partners in education, social services, court services, mental health, business and community organizations.

3. Delivery of the DARE programs to New Brunswick schools. Co-ordination of High School Safe Grad and of the PARTY.

4. Promotion and coordination of Safer Communities workshops.

5. Expansion of restorative justice programs.

6. Delivery of Internet Safety and Internet Bullying programs.

7. Coordination and expansion of RCMP auxiliaries and Crime Stoppers programs.

8. Introduction of the School Action for Emergencies program, (SAFE) in collaboration with provincial, community and school partners.

The CPOs are sworn civilian members who are not intended to replace uniform officers, but rather to augment their efforts. The CPOs help design community programs and are present in schools and delivery of programs. They are expected to break down communication barriers within communities and enhance crime prevention and program efforts. Uniform officers remain involved in some of the program delivery, but rather than spending time in the office working on program preparation, they are visible and active with investigations and enforcement in the community. When the officer is required in the classroom, or at a special community session, they are there ready to help with that as well. The CPOs provide greater exposure and focus on crime prevention and education, while ensuring the messages are being delivered consistently. The approach is community based and depends on working relationships and communication in various communities around the province in an effort to identify concerns and address those issues by offering programs and services, in concert with officer, that will help to reduce crime and victimization. The CPOs realize "that crime prevention is much more cost effective than incarceration" (Staples, 2008, p. A3).

2007 ~ Fredericton Police Force: Neighbourhood Action Team

The Fredericton Police Force (FPF) embarked on a five-year strategic plan entitled *The Future of Policing in Fredericton* in late 2006. Through the course of the process, external consultants and internal senior management researched and analyzed four key areas of concern: *human resources, technology, providing police service*, and *community policing*.

Dr. Jean Sauvageau conducted research specific to community policing in Fredericton and it included a series of internal focus groups, individual interviews, document reviews and a survey questionnaire. Focus groups included both police and civilian employees. Individual interviews were conducted with a "sample of representative stakeholders", including supervisory level officers, upper management, and members of the city administration. The consultant also reviewed academic literature, past citizen surveys, and internal documentation in order to have a historical understanding of community policing efforts in Fredericton. Finally a questionnaire was distributed to "sub-populations of the officers involved in the delivery of policing services by FPF" (Fredericton Police Force, 2006).

The 2006 research revealed "the vast majority of FPF members believe that Community Policing (CP) is a valuable initiative and should continue to be part of the approach taken by the organization in its delivery of policing services". There was, however, a high level of dissatisfaction with how CP was being delivered by the FPF. It was evident that this stemmed from a "change in priority, which took place in the last few years, wherein members of CP began to be used as back-ups for every other unit experiencing a staff shortage. Another source of frustration for FPF members was related to the arrangements for municipal ward service delivery. The most commonly heard solution was to reduce the number of offices and to let the community police officers work in teams on problematic hot spots within the city" (Fredericton Police Force, 2007, p.4). In the end, the research clearly revealed that there was a need to re-evaluate and restructure the department's approach to community policing. The research into community policing provided key recommendations for the Force to move forward, including: *Force-wide reaffirmation of a community policing philosophy, redesign of the Fredericton Police Force Organizational Chart, closure of six community offices and the creation of two centrally located Neighborhood offices, Force-wide and continuous training on community policing, development of performance indicators for community policing, and the development of a framework for sharing corporate knowledge* " (Fredericton Police Force, 2007, p.70). Based on this direction, the department set about to create a new community-policing model rooted in employee and public input, research recommendations, and lessons learned. Subsequently in 2007, a contemporary community-policing model for Fredericton was introduced in the form of organizational restructuring, force-wide re-affirmation to the principles of community policing, and the introduction of the Neighborhood Action Team.

Based on the research and recommendations surrounding community policing, it was decided that one of the first steps in moving forward would be to redeploy the ward-based community officers from the Patrol/Community Division into a newly formed *Neighbourhood Action Team*. Community policing is no longer a marginalized section within the large Patrol Response Division, but essentially a thriving workgroup in its own right that works in partnership within the organization and, the community at large. The concept and structure of the Neighbourhood

Action Team was brought into the center, or the heart of the organization, with multiple avenues for communication to fluidly move in and out of and across the organization (Fredericton Police Force, 2007, p.9). As redevelopment began, the community was placed in center focus of the Organization's purpose. The new model emphasizes that everything the police and civilian staff does must be in support of each other, with a strategic focus on the needs of the community. It is this sense of *Neighbourhood Action* that supports the mission and values of the Fredericton Police Force. Although the workgroup that is expected to be in close and constant contact with the community is the Neighbourhood Action Team, all employees strive towards the same target. The revised organizational chart in 2007 was designed to reflect supporting workgroups including Criminal Investigations, Administrative Support, Operational Support, and Patrols that encompass the Neighbourhood Action Team. "No longer is community policing to be considered an "add on" service of the organization, working in isolation from other workgroups". The new organizational chart illustrates a fundamental shift in the organization's commitment to community policing by "drawing it into center focus, to be practiced and embraced by all employees" (Fredericton Police Force, 2007, p.8).

Neighbourhood Action Team ~ Philosophy

"The Fredericton Police commits to working with others to address current and evolving public safety needs by engaging our members and partners through ongoing communication, education and evaluation" (Fredericton Police Force, 2007, p.2).

Neighbourhood Action Team

The Neighbourhood Action Team - (NAT) provides a "distinct enhancement to the existing police service delivery model in Fredericton. [NAT is] "Essentially the pooling of a large group of officers from previously fragmented work groups, who now focus their efforts in a strategic and coordinated manner to address a variety of neighbourhood issues. The Team is comprised of civilian employees, volunteers, uniformed officers, community crime plain-clothes officers, school resource officers, crime prevention officers and St. Mary's First Nations officers. The Team reports to the Team Leader Staff Sergeant, who in turn is accountable to the NAT Advisory Group" (Fredericton Police Force, 2007, p.2). The essence of the Neighbourhood Action Team was "designed to be a flexible, dynamic, vibrant, accountable and responsive work group". The Neighbourhood Action Team is a central and driving force for the organization that is committed to working with others to address current and evolving public safety needs by engaging its members and partners "through ongoing communication, education and evaluation" (Fredericton Police Force, 2007, p.9)

Neighbourhood Action Team Advisory Group

The NAT Advisory Group is the management oversight body chaired by the Deputy Chief and comprised of Inspectors in charge of Patrols, Criminal Investigations, and Operational Support, and the civilian manager of Administrative Support. The purpose of the Advisory Group is to

oversee the development and delivery of the renewed community-policing model, and make recommendations for continued improvement. A central purpose of the Advisory Group is to ensure that community policing is integrated throughout the organization and that its philosophies are practiced at all levels. The NAT Advisory Group is in a sense the steward of community policing, who will ensure that the dedicated human resources and philosophy are not eroded as in past practice and that the commitment remains firmly implanted at all levels. The Advisory relies on a consultative approach and seeks input from members and key stakeholders. The Advisory is also tasked with keeping abreast of current best practices based on research - specifically related to community and problem-oriented policing, and overseeing the implementation of these practices in the organization (Fredericton Police Force, 2007, p.2).

NAT Responsibilities

The NAT member, regardless of their specific role on the Team, is responsible for the delivery of high quality proactive police service in the City of Fredericton, through their assignment to the Neighbourhood Action Team. As a Team member s/he will work according to the NAT mandate that focuses on partnerships, problem solving, proactive policing projects, crime reduction strategies, enforcement and education. The officer will have the opportunity to work on an assigned North or South Team and may also work on one of the larger group initiatives designed to target specific "hot" problems, activities and crimes. A sense of teamwork and cooperation is paramount, as the officer will partner with other members of the Force and the public to provide a co-coordinated and strategic problem solving service (Fredericton Police Force, 2007, p.14).

The Neighbourhood Action Team provides a "distinct enhancement to the existing police service delivery model in Fredericton". There are two centrally located satellite offices one north and one south - a community resources office in each to the two high schools, and another on St. Mary's First Nation. The NAT members and satellite offices are designed to augment the services provided through central headquarters, Patrol Response, Major Crime Detectives and other specialized services which will still be available twenty-four hours a day, seven days a week.

According to the Neighborhood Action Resource Guide, (Fredericton Police Force, 2007, pp.16-23) there are eight primary responsibilities of a Neighborhood Action Team Member:

Responsibility #1: "*Be both proactive and reactive in addressing the wide range of community needs in terms of crime, disorder, public safety and related quality of life issues*. Be knowledgeable of the scope of law and potential solutions. Identify and prioritize local neighbourhood issues and respond in a manner consistent with the philosophy and mandate of the Neighbourhood Action Team. The member will apply problem-solving methods to scan, analyze, respond, and assess an issue. The member will employ enforcement tactics as required, educate the community and solicit citizen involvement in proactive solutions. The constable will refer to the Neighbourhood Action Team Resource Guide to assist in determining the appropriate course of action".

Responsibility #2: "*Be both proactive and reactive in implementing crime reduction strategies that are designed to target prolific offenders in our community.* NAT members will work in a coordinated and strategic manner with other members of the Force and key community partners to advance crime reduction strategies, specifically identifying prolific offenders who continue to do harm in our community. NAT members will take an active role in carrying out plans designed by the Team Leaders and Community Crime Officers in this regard".

Responsibility #3: "*Engaging Volunteers and Community Partners.* NAT members will be ambassadors for the Fredericton Police Force and actively seek opportunities to engage volunteers and involve community partners to assist in providing creative solutions to ongoing neighbourhood issues. NAT members will actively encourage and provide opportunity for volunteers and community partners to use the North and South Neighbourhood Offices for community meetings and events relevant to policing and public safety events".

Responsibility #4: "*Educate and Communicate with members of the Force and the public.* NAT members must be effective communicators, sharing appropriate information with members of the public, strategic partners and fellow employees regarding ongoing problem areas and/or occurrences. They must be cognizant of the importance of internal and external accountability, while remaining aware of privacy laws and confidentiality clauses that govern the release of unauthorized information. NAT members will share crime prevention and policing strategies to help others understand and address issues appropriately".

Responsibility #5: "*Participate in special NAT projects on an as needed basis and under the direction of Team Leaders.* NAT members will be flexible and prepared to assist fellow team members or other work groups with special projects as identified by Team leaders. These projects will require a united effort to address specific "hot spots" or "hot activities" that are negatively impacting public safety and related quality of life in the community. Special projects may also include large scale proactive and crime prevention related events".

Responsibility #6: "*Investigation of files and enforcement.* NAT members will investigate files as assigned and also apply enforcement tactics as required. This may range from assisting with traffic enforcement in problem areas, through education and the Motor Vehicle Act, to laying charges as a result of an investigative file".

Responsibility #7: "*Assisting the Youth @ Risk / YCJA Coordinator by following up with troubled and high-risk young offenders residing in their jurisdiction of responsibility.* High risk and troubled youth often come to the attention of school officials, teachers and the Police, at a very young age. The NAT constable will take a proactive approach; in concert with the YCJA coordinator and other members, to identify these youth residing on the North and South sides of the City. The NAT members will follow-up after charge, or significant incident, paying particular attention to repeat occurrences. The NAT members will seek the assistance of community partners and other resources to: proactively engage the youth; assist them in finding the help they require, and encourage better decision-making. This approach is designed to identify and address high-risk youth who have a tendency to slip through the cracks between service providers and families".

Responsibility #8: "*Making the North and South Neighbourhood Action Offices vibrant, active and engaging Resource Centers for the public and other members of the Force*. NAT members have a very important role to play in advancing the vision of the satellite offices as fully functional, vibrant and active resources centers. All members of NAT will provide excellent customer service and ensure the work environment is inviting, clean, well-stocked with resource material and secure, while still being accessible. NAT members are to have a sense of ownership and pride with respect to their work environment, while remembering that the functionality of the North and South Offices is designed to provide optimum service and accessibility to the public and other members of the Force".

A tool kit of practical community based strategies has been recommended by members of the Fredericton Police Force as best practices for use in their community. The top ten Tool Kit is designed to assist both the police and civilians in the application of community policing and are considered foundational building blocks from which to work.

TOP TEN NEIGHBORHOOD ACTION TEAM   STRATEGIES

1. **Police-Community Partnerships**

2. **Problem Oriented Policing (POP)**

3. **Scan Analyze Respond Assess (SARA)**

4. **Crime Reduction Strategies (CRS)**

5. **Crime Prevention Through Social Development (CPSD)**

6. **Crime Prevention Through Environmental Design (CPTED)**

7. **Social Assets (SA)**

8. **Recruiting, Engaging and Retaining Volunteers**

9. **Customer Satisfaction and Evaluation**

10. **Social Marketing**

From the Fredericton Police Force experience and extensive research, Halton Regional Lessons Learned and the RCMP CPO initiative, it is clear that fundamental elements of community policing remain relevant and continue to shape contemporary community policing. There is without doubt, an emphasis that citizens and the police need to work together in a proactive, interventionist and problem-solving approach to crime and order maintenance issues. There is an operational co-dependence that exists between the police and the public, in that they mutually seek information and provide assistance. The police occasionally approach this co-dependent

relationship in a collective effort, to develop programs that range from proactive to reactive, and from education to enforcement-based. Policing is not a static event. To remain effective it is critical to be current about the communities' public safety issues, suspects/prolific offenders, and emerging best practices. The police of New Brunswick have to be flexible and fluid, continually assessing surroundings, identifying threats and tailoring strategies. In short they need to strategically evolve. In keeping with these standards, evaluation of policing efforts is paramount. The Community Policing Framework Document (1997, p.17) states: "measures to evaluate the effectiveness and performance of community policing need to be different from the traditional professional model". This is because numbers alone cannot adequately measure many community-policing initiatives. It is critical, as police leaders and officers in the province move forward, that all agencies re-examine and re-evaluate their service and program delivery. They must do so while re-affirming their commitment to the underlying principles of community policing, which remains the cornerstone of policing in New Brunswick.

RECOMMENDATIONS

Based on the survey and the interpretation of the results, paired with a substantial review of literature and best practices, this report has produced ten recommendations intended to aid in the development of contemporary community policing in New Brunswick, as follows:

- Reinforce through education and communication a province-wide common understanding that community policing is the "corner-stone for policing standards" in New Brunswick. This will become especially important to ease the transition to provincial Regionalization of Policing Services, should this become a reality in the coming years.

- Continue to instill confidence in officers and the public that community policing is a legitimate part of the solution to crime reduction. This can be accomplished through continuous training, best practices, management support, organizational restructuring and social marketing (media) strategies.

- Promote a common understanding that current best practices relating to Crime Reduction Strategies, Prolific Offender programs and Safer Community initiatives are directly linked to contemporary Community Policing efforts. These practices involve both proactive and reactive approaches, including education, investigation and enforcement, and are "not soft on crime".

- Police agencies need to critically review their service delivery mandates; re-evaluate programs, and identify service gaps. Through such analysis, organizations can support hiring additional human resources (police/civilian). The "right-sizing" of the agency's compliment, will enable officers' -more time - to meaningfully interact with the public.

- Continue to develop strategic community partnerships.

- Survey New Brunswick communities to ascertain a current understanding of their needs and priorities.

- Facilitate discussions in neighbourhoods and within police agencies on operational and deployment decisions aimed at reducing crime and addressing quality of life problems in communities.

- Communicate with and use the media more effectively and transparently to keep the public informed on matters relating to public safety, crime and disorder.

- Update and release a Second edition *Community Based Policing For Front Line Officers* (1998).

- Distribute key elements of this report *An Evaluation of Community Policing in New Brunswick 1997~ 2007* to Police Leaders in New Brunswick as an executive update or "refresher" document.

REFERENCES

Braga, A., & Weisburd, D. (2006). *Problem-oriented policing: The disconnect between principles and practice.* In A. Braga, & D. Weisburd (Eds), *Police Innovation: Contrasting perspectives (pp.133-154).* New York: Cambridge University Press

Carter, D. L., (2000. *Considerations in Program Development and Evaluation of Community Policing.* A policy paper for the Wichita State University Regional Community Policing Institute.

Carter, D. L., (1996) "Measuring Quality: The scope of community policing." In L. T. Hoover, (Ed.), In *Quantifying quality in policing (pp.73-94).* Washington, DC: Police Executive Research Forum.

Chacko, J., & Nancoo, S. (1993). *Community policing in Canada.* Toronto, Ont: Canadian Scholars Press.

Chief of Police, Ottawa Police Service. (2004). *Service Integration and Community Access.* Report to the Ottawa Police Board, Ottawa.

Clarke, C.A. (2002). Between a rock and a hard place: RCMP organizational change in policing. *An International Journal of Police Strategies & Management*, 25(1), 14-31.

Community Based Policing in New Brunswick. (1997). Framework Document. Department of Solicitor General, Province of New Brunswick.

Community Based Policing For Front Line Officers. (1998). Department of Solicitor General, Province of New Brunswick.

Cooke-Scott, L.A. (2004). Community-based policing in Ontario: Lessons from the Halton Regional Police Service. In S.E. Nancoo (Ed.), *Contemporary Issues in Canadian Policing.* Mississauga, Ont.: Canadian Educator's Press.

Cordner, G. (1995). *Community Policing: Elements & effects.* Police Forum 5 (3), July. pp. 1-8.

Cordner, G., & Biebel, E. (2003) *Research for Practice: Problem-Oriented Policing in Practice.* National Criminal Justice Reference Service, Document No. 200518, June.

D'Entremont, H., & Robardet, P (1976) "Report on the Implementation of Local Government in the Non-incorporated Areas of New Brunswick, and Related Matters. In Finn, J. G. Finn, Jean-Guy. (2008). *Building Stronger Local Governments and Regions – An Action Plan for the Future of Local Governance in New Brunswick.* Report of the Commissioner on the Future of Local Governance. Fredericton: Province of New Brunswick.

Duffee, D. E., & Renauer, B.C., et al. (2006) *Community Building Measures: How Police and Neighborhood Croups Can Measure Their Collaboration.* National Criminal Justice Reference Service, Document No. 213134, February.

Duguay, Ray. Acting Officer in Charge Youth, Aboriginal & Community Policing Officer for RCMP "J" Division. *Personal/ E-mail Communication in 2009.* Fredericton, NB.

Dumaine, F., & Linden, R. (2005) Future Directions of Community Policing: Evaluation of the Ottawa Police Service Community Policing Centers. In C.A. Clarke (Ed.), Canadian Review of Police Research (pp.10-18). Athabasca, AB: International Consortium for the Advancement of Academic Publication.
Eck, J. E. (1999) "Assessing Responses to Problems: An Introductory Guide for Police Problem-Solvers," in *Problem-Oriented Guides for Police Problem-Solving Tools Series*, No.1. U.S. Department of Justice. Office of Community Oriented Policing Services.

Environmental Scan New Brunswick Policing 2007-2008 (2007), J Division RCMP, Corporate Planning and Client Services, Fredericton, NB.

Finn, Jean-Guy. (2008). *Building Stronger Local Governments and Regions – An Action Plan for the Future of Local Governance in New Brunswick*. Report of the Commissioner on the Future of Local Governance. Fredericton: Province of New Brunswick.

Fitch, L.J. (1995). *Reviving the Peeler: A Case Study of Organizational Change and Community-based Policing.* Unpublished Masters of Arts, University of New Brunswick, Fredericton, NB.

Fitch, L.J. (2004). Organizational Change and Community Policing: Fredericton Police Force. In S.E. Nancoo (Ed.), *Contemporary Issues in Canadian Policing*. Mississauga, Ont.: Canadian Educator's Press.

Fredericton Police Force (2006). *The Future of Policing in Fredericton: A Five-Year Plan 2007-2011.* Fredericton, NB.

Fredericton Police Force (2007). *Neighbourhood Action Resource Guide*. http://www.fredericton.ca/en/publicsafety/resources

Gaines, L. K., & Miller, R.L. (2006) *Criminal Justice in Action: The Core*, 3rd ed., California: Thomson-Wadsworth.

Grant, A. (1992) *Policing Arrangements in New Brunswick: 2000 and Beyond*. New Brunswick: Ronalds Printing Atlantic.

Goldstein, H. (1990). *Problem oriented policing*. New York, NY: McGraw Hill.

Goldstein, H. (1979)."Improving Policing: A Problem-Oriented Approach." In *Crime and Delinquency*, Vol.25, pp.236-258.

Griffiths, C.T. Whitelaw, B., & Parent, R.B. (1999). *Canadian Police Work*. Toronto: ITP Nelson.

Griffiths, C.T. Whitelaw, B., & Parent, R.B. (2001). *Community Policing in Canada*. Toronto: ITP Nelson.

Henry, V. (2003). *The COMSTAT paradigm: management accountability in policing, business and the public sector*. Looseleaf Law Publications, Inc. NY

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

Leighton, B. (1994). "Community policing in Canada: An overview of experience & evaluation". In D. Rosenbaum (Ed) *The challenge of community policing: Testing the promises*. Thousand Oaks, CA: Sage.

Manning, P. (1977). *Police Work: The Social Organization of Policing*. Cambridge, MA: MIT Press.

McCormick, C. (2006). Review and Examination of *"Policing Arrangements in New Brunswick: 2000 and Beyond"*. Report to the Department of Public Safety, Fredericton, NB.

Murphy, C. (2005). *Securitizing Community Policing: Towards a Public Policing Model*. In C.A. Clarke (Ed.), Canadian Review of Police Research (pp.25-32). Athabasca, AB: International Consortium for the Advancement of Academic Publication.

New Brunswick Policing Standards. 2nd Ed., (2004). Department of Public Safety, Province of New Brunswick.

NB Police Human Resources 2008 Survey Report. (December 2008). Policing Services, Department of Public Safety. Fredericton, NB.

Normandeau, A., & Leighton, B. (1991). "Police and Society in Canada". In *Canadian Journal of Criminology* 33(1): 251-255.

Normandeau, A., & Leighton, B. (1990). *Vision of the Future of Policing in Canada.* Ottawa, Ont. Minister of Supply and Services Canada.

Pauls, M. (2005). *An Evaluation of the Neighbourhood Empowerment Team (NET): Edmonton Police Service*. In C.A. Clarke (Ed.), Canadian Review of Police Research (pp.19-23). Athabasca, AB: International Consortium for the Advancement of Academic Publication.

Police Executive Research Forum. (1996). *Themes and variation in community policing: Case studies of community policing.* Washington D.C. PERF

Riley, K., Turner, S., MacDonald, J., et al. (2005). *Police-Community relations in Cincinnati.* Santa Monica, CA: Rand Corporation.

Rosenbaum, D. (1994). *The challenge of community policing: Testing the promises.* Thousand Oaks, CA: Sage.

Sauvageau, J. (2006). Re-evaluation of Community Policing: Fredericton Police Force. Unpublished Internal Commissioned Study, Fredericton, NB.

Segrave, M., & Collins, L. (2005). *Evaluation of a suburban crime prevention team.* Canberra: Australia Institute of Criminology. In McCormick, C. (2006) Review and Examination of *"Policing Arrangements in New Brunswick: 2000 and Beyond"*. Report to the Department of Public Safety, Fredericton, NB.
http://www.aic.gov.au/publications/tandi2/tandi295.html

Scheider, M. C., Chapman R.F., & Selman, M. F. (2003). *Connecting the Dots for a Proactive Approach.* National Criminal Justice Reference Service, Document No. 204424.

Scrivner, E. (2001). Innovations *in Police Recruitment and Hiring: Hiring in the Spirit of Service*. Office of Community Orientated Policing Services, U.S. Department of Justice.

Scott, M. S. (2000). Problem-Orientated Policing: Reflections of the First 20 Years: Washington, DC: U.S. Department of Justice Office of Community Orientated policing Services.

Sherman, L., & Gottfredson, D. et al. (1997). P*reventing Crime: What Works, What Doesn't, What's Promising*. A Report to the U.S. Congress. Washington: National Institute of Justice.

Slogan, W. G., (2004)."Community Policing: Common Implements to Success", in Fridell, L., & Wycoff, M.A (eds.) *Community Policing: Past, Present, and Future, Washington, D.C*. Police Evaluation Research Forum, pp.159-167.

Staples, M. "RCMP program taking a bite out of crime." *The Daily Gleaner* 11 December 2008: A3.

Taylor, N., & Charlton, K. (2005). *Police shop fronts and reporting to police by retailers.* Canberra: Australian Institute of Criminology. In McCormick, C. (2006) Review and Examination of *"Policing Arrangements in New Brunswick: 2000 and Beyond"*. Report to the Department of Public Safety, Fredericton, NB.
http://www.aic.gov.au/publications/tandi2/tandi295.html

Taylor, B., et al. (2007). *Community Policing Self-Assessment Tool User's Guide – Documenting Today and Planning for Tomorrow*. Washington, D.C.: U.S. Department of Justice Office of Community Orientated Policing Services.

Trojanowicz, R. C., & Bucqueroux, B. (1994). *Community Policing: How to Get Started*. Cincinnati, Ohio: Anderson Publishing Co.

Weisburd, D., & Braga, A. (2006). *Police Innovation*. Contrasting Perspective. Cambridge University Press. U.S. ISBN 052183628X

W.K. Kellogg Foundation (1998). *Evaluation Handbook*. Bottle Crab, Michigan.

Additional Web sources

http://www.communityengagement.police.uk/workspace/guide/method/tools-templates

http://www.cops.usdoj.gov

http://www.cj.msu.edu/-people/cp/cpmeasure.html

http://www.ottawapolice.ca/en/serving_ottawa/community_centres.cfm

http://www.ovcttac.org/aboutus.cfm

http://www.policechiefmagazine.org

http://www.policeforum.org

http://www.rand/org/pubs/reports

http://www.volunteer.on.ca

http://en.wikipedia.org/wiki/Social_marketing

http://www.2ura.edu/sswmind/56324/development

APPENDICES

APPENDIX A

A_{PPENDIX} B

APPENDIX **C**