



# **CACP Executive Global Studies 2020-2022**

**Discovering the Future of Policing...for Police**

A Summary Report

Proceedings, Outcomes and Recommendations from Cohorts #13 and #14

## **INTRODUCTION**

***“We aren’t as bad as the community thinks we are but . . .  
we also aren’t as good as we think we are.”***

- Superintendent Paul Franey, An Garda Síochána, Ireland

The Canadian Association of Chiefs of Police (CACP) Executive Global Studies Program is a leadership program for current and succession-ready senior executives from police and military police services and from the broader criminal justice and public safety sectors from across Canada.

It is a unique program based on in-depth study, research and collaboration gathered from world-wide experiences that is built on a problem-based learning model.

### **List of Countries Visited:**

- **New Zealand**
- **Australia**
- **United Kingdom**
- **Spain**
- **Italy**
- **Republic of Ireland**
- **Northern Ireland**
- **Croatia**
- **Scotland**
- **Finland**
- **Iceland**
- **Argentina**
- **Colombia**

CACP Global Studies 2020-2022 represents the combined 13<sup>th</sup> and 14<sup>th</sup> cohort to take part in this one-of-a-kind research-driven and problem-based learning model. Blending two cohorts into one, this unique group came together during unprecedented, challenging times for the policing profession. Since the beginning of the program, the world experienced a world-wide COVID-19 pandemic, calls to defund the police, nation-wide BLM protests in the wake of the murder of George Floyd, the war in Ukraine, “Freedom Convoy” protests, and much, much more. By all accounts, policing as a profession is in crisis, as it seeks to recover alongside all other sectors of society, while facing new challenges unique to the roles of policing under rapidly evolving social circumstances.

Considering this social unrest and with evident concerns about crumbling trust in policing, both external and internal, the 2020-2022 CACP Global Studies team was challenged by the CACP Board to examine a very broad and complex theme - *The Future of Policing...for Police*.

Thirteen of our members had begun their studies in January 2020, and after a first intensive residential session with their cohort colleagues, their program was suspended in March due to the pandemic. That original team of 18 maintained some degree of momentum via virtual engagements, with some members withdrawing due to changes in their lives and careers. The CACP issued a call for a limited intake in the Fall of 2021, and in January 2022 a newly combined cohort of 24 succession-ready police executives from 16 federal, provincial and municipal police agencies across Canada came together online to begin our team-building experience. We continued meeting and engaging online until March 2022, when we met for the first time at The Briars in Sutton, Ontario to both consolidate the early

research work of the first group, and notably, to reconsider the scope and urgency of our assigned theme in light of the previous two years. Over the next few weeks, we set out a comprehensive research framework as we prepared to conduct our field studies in 14 countries around the world. Our cohort members visited a variety of organizations, interviewed numerous police/government professionals, and came back with individual research-based findings.

In our early June residential session, we shared our findings across the five-study teams, and ultimately consolidated our findings as a cohesive group. We then tested our preliminary findings with an invited panel of executive police and government leaders. Subsequently, a small representative group gathered for an intense review of that preliminary feedback, and set their focus on a clear and concise direction.

This document provides a summary of our full cohort's key findings and recommendations, which have been identified as an opportunity to change the future of policing...for police. We believe the findings in this report have the potential to modernize, innovate and, perhaps most importantly, both further professionalize and better support the profession of policing throughout the country. We view this as a legacy proposal for those willing to take policing to the next level and to regain the trust and confidence of not only community externally, but our own staff internally. For us, the recent developments in our Canadian reality have combined to present a generational opportunity to improve internal and public trust through greater consistency in leadership, community engagement, innovation, wellness and professionalization.

This, we believe, is the future of policing for Canadian police.

### **OUR GLOBAL STUDIES 2020-2022 RESEARCH MODEL**

Our first in-person meeting saw us engaging, debating, updating, and, ultimately, developing our Research Assumption and Research Statement. Several areas of importance had already been highlighted as sub-themes to guide our domestic research and our global field studies, including: wellness, recruitment, training, and trust and confidence.

#### **Research Assumption:**

Police are required to provide public safety in rapidly changing global and domestic environments while facing both internal and external pressures to more effectively apply police and other public resources. Police culture is often perceived as resistant to change and this has negatively affected public trust. At the same time, continued adaptation has introduced ongoing stressors for employees at every level of our organizations. Police organizations must learn and amplify new ways to adapt and to ensure the wellness, growth and effectiveness of our employees.

#### **Research Statement:**

Police culture can be a barrier to adapting to internal and external demands for change. Global Studies 2020-2022 will examine international emerging practices that will sustain organizational and individual agility and inform Canadian police leaders on how to support employees and enhance capacity for ongoing adaptability.

#### **Dimensions (areas of research):**

- Agility, Adaptability, Leadership

- Recruiting, Hiring, Developing and Retaining the Workforce
- Internal Trust and Inclusion
- Wellness and Employee Support
- Community Trust
- Redefining the Mission
- Political Context and Funding
- Technology, Innovation and Foresight
- Change Management
- Communications

### **Applying Our Dimensions of Inquiry**

With these dimensions established, cohort members identified specific areas and topics of interest to focus on how best to modernize and improve policing in Canada. Collectively, we conducted numerous formal and informal interviews with a variety of police, government and community representatives in 14 very different policing environments.

We may have been two cohorts when we first came together, but by the time we set out on our journey, we were unified with one goal: to discover the future of policing...for police.

What does this mean exactly? It is a broad topic that provided much discussion among cohort members. We knew there was an answer, perhaps several answers. We knew there were areas where the future of policing could - and needed - to improve. And, we knew we were eager, excited, and hungry to find out what that was.

What we didn't know, however, is that among the 14 countries we visited, among the hundreds of interviews we conducted, a common theme would reveal itself so clearly: that a pan-Canadian, or national, approach to professional policing is urgently needed.

### **SUMMARIZING OUR RESEARCH FINDINGS:**

When we sought out to discover the future of policing...for police, the first thing we noticed was that other police services weren't necessarily doing better work than Canadian agencies, but many were doing it with a different mindset. All of those that impressed our teams with the most promise had recognized not only the need to increase the pace of change, but to do so collectively.

In many cases, these impressions were supported by dramatic and measurable outcomes in such diverse metrics as recruitment levels, representation levels of women and local diversities, stark reductions in violent community crime, and data-supported improvements in public and member trust and engagement. In other cases, our teams were able to assess promising trend lines, including an evident acceleration in the pace of change, in the collective uptake of important innovations and technologies, and in the uniformity of programs for wellness, general professionalization and, notably, leadership development.

Throughout the course of synthesis work, as each sub-team supported its own observations and data for the other teams to consider, it became inescapably clear that collective action and collective behaviours had changed the course for each of these agencies and countries. Some had a single police agency

advantage in this, but many did not, with collective action ranging across a few to several dozen jurisdictional bodies.

We have seen some examples of the collective approach within Canadian policing, thanks to innovative and bold leaders at the helm of our organizations.

From joint force operations with integrated teams spanning the country to take down multi-provincial drug networks, to international collaboration to combat online child sexual exploitation, to the tracking, sharing, and linking of violent crime data in Canada and abroad, police leaders rally together and rise to the occasion in times of crisis to enhance public safety.

But, the same approach is not sufficiently applied when our own sector – our profession – is confronted with a crisis in confidence of the magnitude we are witnessing today. Jurisdictional structures, and a still evident bias for single-agency action, combine to fragment our efforts. And, every time we fragment, we risk further erosion in the confidence of our members and stakeholders, and in the trust of the public.

With all respect to our constitutional structures, our jurisdictional responsibilities, and the pride we each hold in our respective organizations, we have found little to no evidence that the Canadian public places more than a passing significance on the shoulder flashes that our officers wear. A vivid and recent example stems from the so-called “Freedom Convoy” in Ottawa and in several other related sites across Canada and at our US borders. The public openly and consistently judged us all harshly, and when we ultimately acted together with the best of our proven abilities, the same public positively embraced our results.

Our collective research identified consistent themes related to a pan-Canadian approach to policing:

1. Police services in Canada often operate in silos, each making independent decisions based on the needs of their community and service.
2. This siloed approach often leads to a fragmented approach and response to vital police operations such as training, policy/procedure development, wellness support and recruitment requirements.
3. As an economic necessity, Canadian policing must find new ways to come together and work together in a unified, semi-structured way for the benefit of community and member wellness and safety.
4. To regain the respect the policing profession deserves, we must further professionalize it, thus regaining the trust and confidence of our internal and external stakeholders.
5. A pan-Canadian approach to policing must rely on and be ready to apply the best evidence-based research and experience to develop and implement standardized practices wherever possible across all Canadian police services.

We must work creatively to transcend jurisdictional boundaries and at least partly overcome the prevailing reflex to act alone. In doing so, more police services will be working together more often to create and apply best practices based on appropriate research. This will result in a significantly accelerated pace of innovation, while also making more efficient use of individual and collective police service resources and the innovative energies of all our employees.

### **Some Illustrative and Varied Examples from Around the World**

Our collective research also identified that while such a unified approach was common to the most impressive sites we visited, the precise models and structures took varied forms in each country. As such, the emphasis in our research outcomes is not on any specific or prescribed model. Rather, we believe that with the adoption of our core proposal below, we can learn from these and other highlighted models for sector-specific development that merit further exploration in Canada.

At issue is the mindset to act collectively. As with other proven past successes at systemic change in policing, we are confident that the means and methods will reveal themselves, and the momentum behind a new bias to act together will grow rapidly, but only if that mindset is widely embraced in action.

During our field research, we saw this mindset being adapted successfully throughout the world.

In the United Kingdom, for instance, what started as an online national police wellbeing resource, Oscar Kilo has grown into a recognizable brand and trusted service across the country. By actively promoting that it's OK to focus on mental health and take care of one another, organizational culture is shifting, members are talking and police leaders throughout London and Wales are listening. Oscar Kilo, the National Police Wellbeing Service (NPWS), provides guidance, research, training, programs and much more to ensure "every member of the police service feel[s] confident that their wellbeing is taken seriously, and that they are properly supported by their organization." Among the evidence-based resources available through Oscar Kilo, NPWS is a framework that establishes a wellbeing standard, and serves as a benchmarking tool to evaluate current initiatives of the police service and to identify what more needs to be done to meet the health and wellness needs of its members. So powerful has the OK movement become, it has made its way into popular culture, frequently referenced in British policing shows, and is evident on bus shelters throughout the UK.

In Scotland, Norway, Finland and Iceland, the concept of true leadership and professionalized policing is held in high regard. For example, Norway and Finland have created the Police University College where they offer a three-year Bachelors of Police Services, which is required to be completed prior to applying for a police position. Additionally, sworn police officers can go back to university for continuous learning opportunities, including a master's degree, which is required for advancement through the ranks.

The bachelor's degree program is three years in duration, with two years in the classroom and one year in the field studying tactical and enforcement measures, as well as social studies, which results in highly educated, professional frontline graduates. This uniform professionalized approach to policing led to documented increases in public trust and confidence within the communities the officers served.

Another highlight in these countries is the fact that recruiting begins at an early age, with police organizations developing a career path for recruits directly out of high school. No different than any other post-secondary profession, such as nursing, teaching or the trades, policing is promoted as a viable career choice to high school students. Because of the prestige associated with acquiring a degree, police officers are viewed as "educated professionals," which has translated into respect and confidence in the public's eye, and created a greater pool of diverse candidates. In 2021, Norway Police Service had 4,000 applicants for 400 positions in their policing degree program.

Like many professional programs, one of the first criteria assessed for admissions is academic performance. Several studies have shown that females typically out perform males from a scholastic perspective. That fact, coupled with the notion that the police are well respected, educated social workers, rather than heavy handed law enforcers, countries who have adopted this concept regularly benefit from high numbers of female applicants. Norwegian Police, for example, recently had 60 % enrollment of females into the program, which resulted to an approximate 50/50 split between men and women for the entire organization.

This concept of degree programs for policing was also seen in Croatia, New Zealand, Australia, the UK and Spain. In Spain, collaborative partnerships with universities led to police training being recognized as the equivalent of a university degree. Not only is there a bachelor equivalency for academy training, but executive level police leaders can also earn a master's degree.

Croatian Police allow students to enter a training program after Grade 10. They finish their last two years at the academy and then transition into a four-year post-secondary program. If successfully completed, they sign a five-year contract. For those who want to be promoted, they re-enter the academy for more post-secondary education. Because of the emphasis on education, the officers were viewed as professionals – the same as psychologists, doctors, diplomats and athletes.

In Colombia, when faced with increased public trust issues, the Colombian National Police (CNP) realized that to make meaningful change within their organization they needed to consult with and hear from the public. Adopting a business-type model, their leaders went into the community and conducted interviews with residents, leaders and university executives. This may not sound revolutionary, but it's *how* they did this community consultation that is unique.

They didn't just talk to them. They listened. And, they took action.

To ensure their consultation process was credible, the CNP used an external civilian group to provide guidance and oversee the process. As well, the CNP didn't just want an outside voice. They wanted to know how their organization was viewed from the inside out. So, they took their consultation process one step further and consulted with the family members of their employees in their own homes to gain true insight into how the employees viewed the organization.

The CNP used this information to build their transformation plan, which was then taken back to the public in forums called 'Let's Talk About the Police.' They had meaningful dialogue about the plan with community members, politicians and leaders and, by sharing the transformational plan, they quickly began to see public trust in their organization increase in measurable ways.

In Australia and New Zealand, team members found that innovational success was driven largely by the Australia New Zealand Policing Advisory Agency (ANZPAA), whose members include the Police Commissioners from each jurisdiction in Australia and New Zealand, and the Chief Police Officer from the Australian Capital Territory (ACT). Appropriate to our research theme, ANZPAA's purpose is to "position policing for the future."

ANZPAA provides balanced and impartial advice on current and emerging priorities, identifies and responds to risks and opportunities, and supports policing to solve complex problems and create preferred futures. They proactively partner with policing and key stakeholders to generate and share

innovative ideas, enhancing outcomes for policing and communities. They also provide consistent good practice and explore ways to optimize resources in a cost-effective and sustainable way. Notably, ANZPAA has tracked a growing uptake of the advice and services they offer, with many more agencies now using their trend forecasting and other analyses to inform local policy and practice.

In New Zealand, the high level of trust between police and the Maori people was unmistakable. The New Zealand Police place a lot of focus on authentic inclusive engagement, collaborating with and including the Maori People in everything they do. This ranges from providing guidance in the development of procedures and business plans, to the recruitment of new members. This collaboration has resulted in strong, positive relationships between the two co-existing societies – thanks to many years of nation-wide, dedicated efforts.

### **The Bottom Line**

We are at a vital crossroads in policing and are faced with a generational opportunity to do something about it. It is not going to be easy. It will take tough conversations to move forward together, to determine best practices, to challenge traditional agency and jurisdictional habits, and to implement the very best tools to succeed. The current path we are on will not get us to the pan-Canadian framework that we simply must embrace.

### **OUR PROPOSAL FOR CONSIDERATION BY THE CACP BOARD, SELECT STANDING COMMITTEES, AND THE GENERAL MEMBERSHIP**

If some of the information presented above looks familiar, it's because it is.

The first references we discovered to a pan-Canadian approach to policing professionalism emerged in a report from the then ISIS equivalent of CACP Global Studies in 2008. The same theme has been implied in several subsequent cohort outcomes, notably informing the 2012 outcomes that helped drive the wide adoption of Community Safety and Well-Being (CSWB), in the “mainstream cyber” messaging of 2015, and again featuring heavily in the Public Trust in Policing themed studies of Global Studies 2017. Elsewhere, similar calls have been echoed, for example, in the Report of the Independent Police Oversight Review - Hon. M. Tulloch (2017) - regarding the UK College of Policing and, more recently, in a renewed external call for a College of Policing in Canada. In fact, our team discovered common themes in a variety of Canadian policing literature – modernizing policing curriculum, instituting a common degree program, and evaluating post-secondary programs with views to developing degrees in policing.

The most significant learning from our in-depth meetings and interviews conducted in 14 countries is not so much the prescription for such a specific structure in Canada, as much as it is the overwhelming imperative to change our tendency to work alone. As such, we are proposing to stimulate the development of a special purpose body – a working group - to bring together a diverse group of thinkers to take the initial steps toward acting in unison as a profession and to forever change the landscape of Canadian policing.





Under the banner of the Canadian Policing Initiative (CPI), the identified body would be challenged to establish the architecture to change our thinking and to unite police leaders in a common objective, wherever it

might be most suitable to do so. Through our Global Studies 2020-2022 research, five key areas were identified as immediately suitable for sector-specific development, and we believe these can help to form the initial focus and agenda of the initial CPI working group, who would be tasked to further develop parameters, priorities, and opportunities in a *design sprint* model.

The five streams we propose as an ideal place to start the pan-Canadian discussions derive from the examples highlighted above, and are as follows:

1. Wellness
2. Professionalization
3. Leadership Development
4. Innovation and Technology
5. Community Engagement Methods

Twenty-four transformational leaders have emerged from the 2020-2022 cohort, with several of them willing to contribute to further their research and take an active part in this process to improve the future of policing...for police – through pan-Canadian collaboration. We believe several of our peers outside of this program, reflective of police agencies from coast to coast to coast, and with the support of their senior decision makers, would readily accept an invitation to form and participate in this initial information “working group.” As we have seen many times before, it is likely that this initial body/working group would in turn stimulate continued energy, potential sub-groups, and new forms of engagement not yet envisioned.

As just one example, this loosely defined CPI concept, as proposed, reflects and builds upon the proven success of the Ontario Working Group (OWG) approach. By drawing on Saskatchewan initiatives, the informal OWG led that province through wide and rapid expansion of Community Safety and Well-being (CSWB) Plans, and, ultimately, ushered in supporting legislation in just four short years. In fact, the widespread adoption of CSWB as a core policing philosophy now spans every province and territory, and no specific entity or structure has ever “owned” the mandate.

More recently, the Intimate Partner Violence Framework similarly emerged from a combination of CACP Committee work, and other non-CACP working groups and scholars. Several years ago, Canadian policing was a driving force in the early development of what became the Canadian Information and Technology Interoperability Group (CITIG). We have done this many times before with a similarly loose structure to stimulate wide-spread action.

In the short term, we similarly envision the work of the CPI working group would be aimed at producing several concrete deliverables, and calls for further action, potentially including:

- Identification of high-promise opportunities for adopting pan-Canadian and/or inter-jurisdictional solutions (in any of the five initially identified “streams”).

- Identification of existing barriers to pan-Canadian and/or inter-jurisdictional solutions, and proposed strategies to reduce or eliminate them.
- Identification of pan-Canadian and/or inter-jurisdictional adoptions and initiatives already underway, or stalled, and strategies to re-vitalize and/or accelerate them.
- Development of action propositions and supporting business cases for delivery to and discussion with select CACP Standing Committees, Special Purpose Bodies, and/or the CACP Board.
- CPI contributions to CACP events, including national conferences aligned with any of the five initial streams.
- Updated research priorities for delivery to and discussion with the CACP Research Advisory Committee (and others).

We recognize there will always be aspects of policing that are not suitable for pan-Canadian, inter-provincial, or even regional consideration. Our jurisdictional and community-based responsibilities must also be valued and preserved wherever necessary. The aim of the CPI is to find those opportunities that are. In so doing, we can send a powerful message to our employees and our public. We are listening, we are learning, and we are prepared to seek out concrete ways to ensure that, by acting whenever we can as a sector, all our funding sources and resources are applied with the greatest collective efficiency and the highest standards of effectiveness for all Canadians.

Our members – and all the communities we serve – deserve equitable access to a standard of policing that exemplifies a profession, that supports police employees with the very best of training, high-quality professional development, and evidence-based wellness support, and a level of trust in a sector that truly helps them when they need it most. Our members deserve it. Our communities deserve it. In the times we are facing, it is a Canadian imperative.

## **CONCLUSION**

The 2020-2022 Global Studies Cohort respectfully recommends that the CACP accepts this proposal and begins to develop first-steps towards implementing the CPI. In doing so, the CACP would be showing its commitment towards professional policing in Canada. This commitment will allow Canadian policing to provide high-level development for the next generation of police leaders, as well as best practices that can be adopted by agencies of all sizes and jurisdictional considerations.

What we must do now is turn the review into action. We propose a two-year strategy that focuses on the formation of working group under the leadership of the CACP (and potentially others to be determined). If we are to face the challenges before us, at a pace and scope that will satisfy all Canadians and all our police members, we must change the presumptive reflex to act alone.

The members of the CACP Global Studies 2020-2022 are thankful to the Board and to our sponsoring agencies for this incredible leadership opportunity and for the trust instilled in us to *change the future of policing...for police* in Canada.

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