Policing Capacity in Canada:
Scarce Resources or Infinite Potential?

Final Report from the Institute for Strategic International Studies

ISIS 2008

Canadian Association of Chiefs of Police

Leading Progressive Change in Policing

EXECUTIVE SUMMARY

In January 2008, twenty-one senior police leaders began a six-month research study within the framework of the Institute for Strategic International Studies (ISIS). The Canadian Association of Chiefs of Police (CACP) chose policing capacity as the compelling theme behind its global executive development experience for 2008. The 21 members of ISIS 2008 represented the senior sworn and civilian ranks of 13 federal, provincial, regional and local agencies from across the country, and they traveled to 11 nation-states in pursuit of new insights.

In this final report we, the ISIS 2008 members, reframe the capacity question and depart from traditional debates on staffing and budgetary levels. Instead, we offer a point of view which begins and ends with the ongoing alignment of policing resources with the changing needs and expectations of Canadian civil society. With alignment as the foundation, our team proposes five parallel themes in which new strategies and initiatives will lead to solutions and better harness the infinite potential of Canada's policing system – a system which is envied around the world.

Within the themes of Leadership Development, Service Delivery, Human Resource Systems, Technological Advantage and Accountable Engagement, ISIS 2008 offers several specific recommendations for the Canadian policing community to consider.

Summary of Recommendations from ISIS 2008

ALIGNMENT: THE FOUNDATION FOR POLICING CAPACITY

1. Canadian policing and its leadership must make all efforts to maintain the legitimacy of public policing by ensuring our role reflects the norms, values and ethos of the broader Canadian civil society.
2. Canadian policing must engage all actors which comprise the public safety spectrum with a view to achieving immediate clarity and ongoing mechanisms for alignment with the public's expectations for police roles, priorities, and resource levels. ISIS 2008 supports the proposed National Framework for Progressive Policing as an effective program in support of these aims.

LEADERSHIP DEVELOPMENT

3. The development of universal Canadian standards for the professional development and accreditation of police leaders is an essential step in leadership development. The CACP should make leadership development a stated priority.
4. Canadian policing should promote a new concept: the **Canadian Police Leader.** In so doing, Canadian policing should create a deliberate and managed talent pipeline culminating in a formal accreditation process for police leaders with emphasis on validated performance standards.

SERVICE DELIVERY

5. Canadian policing must determine and pursue new ways to understand the precise expectations of the citizens in each community served, and move to align staffing and training levels more directly with those expectations.
6. Canadian police leadership should advance national requirements for specialization across the country. This should be done while recognizing autonomy and the importance of the local nature of the policing service delivery model.

HUMAN RESOURCE SYSTEMS AND STRATEGIES

7. Canadian policing should work to create a national outsourced recruitment program with accompanying national policing standards, which would align Canadian police services with the same clear goals and objectives and facilitate the application of human resources to police service delivery.
8. Canadian policing should advance the notion of the **Canadian Police Officer**, as opposed to one national police service.
9. Canadian police leaders should work in a focussed way to professionalize policing further to move beyond the craft/guild/trade world from which it evolved.
10. Canadian policing should pursue the development of nationally integrated human resource processes and information technology infrastructure that support these objectives across all Canadian police agencies.
11. Canadian police services must continue to advance the civilianization of policing functions after carefully reviewing their job functions.

TECHNOLOGY

12. Canadian policing must call for the establishment of national technology standards for public safety agencies.
13. Canadian police leaders should advocate for legislation compelling police and affiliated agencies to adopt and apply these standards within the public safety spectrum, while considering opportunities to leverage and promote interoperability with other public safety agencies.

ACCOUNTABLE ENGAGEMENT AND PARTNERSHIPS

14. Canadian policing must continue to pursue formal, accountable partnerships and coalitions, and adopt interoperability as the primary strategic direction for the entire public safety spectrum and a requirement for moving into the future.

ISIS 2008 Team Members

Lieutenant Colonel Robert Bell	**Canadian Forces Provost Marshal**
Inspector Brian Brennan	**Royal Canadian Mounted Police**
Superintendent Graham Burnside	**Royal Canadian Mounted Police**
Inspector John Copeland	**Ottawa Police Service**
Superintendent Gary Couture	**Ontario Provincial Police**
Inspector Wayne Gallant	**Royal Canadian Mounted Police**
Capitaine Frédérick Gaudreau	**Sûreté du Québec**
Superintendent Mark Hartlen	**Halifax Regional Police**
Deputy Chief Bruce Herridge	**York Regional Police**
Superintendent Angie Howe	**Ontario Provincial Police**
Inspector Norm McPhail	**Royal Canadian Mounted Police**
Superintendent Michael Moore	**Peel Regional Police**
Chief Superintendent Randy Parks	**Royal Canadian Mounted Police**
Inspecteur-chef Jean-François Pelletier	**Service de Police de la Ville de Montréal**
Director David Pepper	**Ottawa Police Service**
Inspector Eric Petit	**Vancouver Police Department**
Superintendent Signy Pittman	**Halton Regional Police**
Inspector Douglas Pott	**Royal Canadian Mounted Police**
Superintendent Don Spicer	**Halifax Regional Police**
Deputy Chief Brent Thomlison	**Waterloo Regional Police**
Superintendent Brad Ward	**Edmonton Police Service**
Norm Taylor	**CACP – ISIS Program Director**

CACP Institute for Strategic International Studies (ISIS)

ISIS is a unique executive development program for senior police leaders. Since 2003, 50 participants representing 19 agencies have conducted global policing research in 17 nation-states around the world. Built upon a problem-based learning (PBL) model, ISIS is advancing an intelligentsia in policing while bringing about systemic changes to police practices in Canada. The ISIS program spans six months and includes online study and collaboration, three week-long residential workshops, and global field studies.

INTRODUCTION

In January 2008, twenty-one senior police leaders from across Canada gathered together to begin a six-month research study to examine issues and opportunities surrounding policing capacity in Canada. The study was undertaken within the framework of the Institute for Strategic International Studies (ISIS 2008), continuing and building upon the research work of previous cohorts from 2003 and 2006. The Canadian Association of Chiefs of Police (CACP) chose *policing capacity* as the compelling theme to drive the problem-based learning goals behind its global executive development experience for 2008.

ISIS teams are required to develop their own research model in order to produce findings and products of significant value to the broader Canadian policing community. And, with the opportunity to conduct their research anywhere in the world, they must make their own study site selections based on a number of criteria that they identify. Collectively to date, 50 executives from 17 Canadian policing agencies have studied policing issues in 19 jurisdictions around the globe. The 21 members of ISIS 2008 represented the senior sworn and civilian ranks of 13 federal, provincial, regional and local agencies from across the country, and we travelled to 11 nation-states in pursuit of new insights.

Purpose and Scope of ISIS 2008

The ISIS 2008 team recognized early that any treatment of the policing capacity question could potentially range from the most basic to the very complex. The team rejected the simplistic option of just asking for more. We saw this challenge as much more than merely a question of resource levels and police-to-population ratios. Instead, the team adopted a systems perspective on the question and set out to examine factors which might influence the ability of an essential public service to meet the needs and expectations of the civil society it serves.

With this broader perspective in mind, the team tapped into multiple experts and research sources during workshops and online interactive study sessions. Our members then scanned the globe in search of jurisdictions where relevant challenges had been faced unsuccessfully, faced and overcome, or were soon to be faced on the horizon. The team developed a set of criteria to guide the selection of ideal study sites. It is important to note that we explicitly sought a mix of sources representing a range of successful solutions, adaptations-in-progress, and continuing struggles. The members structured parallel study tours which allowed each of five sub-teams to focus our available research time while giving ISIS 2008 the broadest possible span overall.

The ISIS 2008 Research Model

Having rejected the simple search for numbers and staffing ratios, we committed that our contributions to the Canadian policing community should be informed at a deep level of insight and understanding of the conditions, solutions and societal responses at each of the host sites. In particular, we set a goal to tap into the *lived human experience* among police service members, their leaders, their civilian and governance authorities, and the citizens and communities they serve. The team decided on a qualitative, multiple case study approach with a strong emphasis upon interpretive social science (Blodgett, 2008). With outside academic guidance, all 21 members undertook to conduct this form of research within a disciplined and well-constructed framework, including the articulation of a specific research statement and an agreed matrix of sub-topics and research dimensions (Please see Page 6). This framework provided all five teams with a consistent methodology for capture and later analysis of their field data.

ISIS 2008 Research Statement

The purpose of this multiple case study is to explore responses to societal and environmental conditions, in select international settings, that have affected the ability of the policing sector to balance capacity with public expectations.

Sub-Topics:

Environment
What are the prevailing political, economic, demographic and social conditions which shape the provision of policing services?

Pressures
What specific factors have exerted an influence upon the capacity of the police service to fulfill its mandate to the level expected by the host society?

Response
What steps has the police service and/or other related agencies taken to address these capacity challenges?

Results
What formal and informal indicators are available and what do they indicate about the relative success of the efforts to adjust policing capacity?

Future
What developments and changes are anticipated in the host jurisdiction, how will they potentially affect policing capacity, and what is being done to prepare or continue to adapt?

Additional Dimensions of Inquiry:

Human and Financial Resources
Amalgamation, Integration and Partnerships
Technology
Governance
Society

Study Sites - Agencies and Groups Consulted

Team Australia	Team Europe	Team Ireland	Team Israel	Team UK
Los Angeles	Brussels	Dublin	Haifa	London
	Ghent		Herzoliya	
Brisbane		Belfast	Jerusalem	Glasgow
Canberra	Bern		Lod	
Melbourne	Geneva		Magav	North Wales
Sydney	Zurich		Tel Aviv	
			Ramallah, PA	
Los Angeles Police Dept.	Belgian Federal Police	An Garda Siochana	Israeli National Police	London Metropolitan Police
Australian National Police	Belgian Judicial Police	Community Policing Forum of Dublin	Israeli Border Guard Police	Her Majesty's Inspectorate of Constabulary (HMIC)
New South Wales Police	Local Police Services (Brussels, Ghent)	Garda Siochana Ombudsman	University of Haifa	Home Office
Victoria Police	Swiss National Police	Commission Garda Inspectorate	Palestinian Authority Police	Hertfordshire Constabulary
Queensland Police Svc.	Geneva City Police		Palestine Liberation Organization	
University of Tasmania	Zurich Cantonal Police	Police Service of Northern Ireland		Strathclyde Police Service (Glasgow)
Australian Research Council		Northern Ireland Policing Board		North Wales Police
State Ministries of Police		Police Ombudsman for Northern Ireland		North Wales Policing Authority
Australia New Zealand Police Advisory Assoc.				

ALIGNMENT: THE FOUNDATION FOR POLICING CAPACITY

An Updated View of Police, Public Safety and Civil Society

One of the things that makes the ISIS program such a rich and valuable experience is the ability of contemporary police leaders to physically engage the members of other societies and examine police issues at a very granular level. Not only does the ISIS approach enable the study of police issues in relation to other nations but it allows our police leaders to *experience* other police services and the societies they serve. As a group of well educated and highly experienced police leaders, ISIS 2008 went looking for those silver bullets that would solve the police capacity issue in Canada. The naïveté of our initial intent quickly became apparent as we began to realize the rich complexity of the factors, drivers and nuances surrounding the police/society relationship in Canada and throughout our field studies. Our familiar "supply and demand" paradigm was quickly demonstrated to be inadequate in explaining the interplay of the police and the people we serve.

Traditionally the concept of "police" has referred to the sworn public police officer. Complementing this monolithic view has been a homogeneous view of society as one entity with one universal expectation of the police. This "us and them" paradigm lends itself well to the supply and demand understanding of police capacity but it clearly does not reflect the reality of contemporary police nor of civil society. In order to engage in a meaningful examination of capacity issues we began to refer to the public safety spectrum: a range of services that are intended to protect citizens, organizations, and institutions against threats to their well-being. The public safety spectrum runs from public order and maintenance functions on one end, through to defense of our nation by armed forces on the other end. Along this spectrum, public safety functions are performed by a variety of police/non-police and state/non-state actors. Our understanding of society also had to be re-oriented to acknowledge the complexity of contemporary society:

We must make all efforts to maintain the legitimacy of public policing by ensuring our role reflects the norms, values and ethos of the broader Canadian civil society.

> *"Civil society refers to the arena of uncoerced collective action around shared interests, purposes and values. In theory, its institutional forms are distinct from those of the state, family and market, though in practice, the boundaries between state, civil society, family and market are often complex, blurred and negotiated. Civil society commonly embraces a diversity of spaces, actors and institutional forms, varying in their degree of formality, autonomy and power. Civil societies are often populated by organisations such as registered charities, development non-governmental organisations, community groups, women's organisations, faith-based organisations, professional associations, trades unions, self-help groups, social movements, business associations, coalitions and advocacy groups"*
>
> *(London School of Economics, 2004)*

This definition of society provides a good understanding of the complexity and diversity that is reflected in the communities we serve.   Informed by these highly nuanced concepts, it was evident that our study of police capacity had become significantly more complex than originally anticipated. Fundamental to this study is the fact that the police and the public safety spectrum must recognize and embrace the complexity of the societies we serve and that we must make

all efforts to maintain the legitimacy of public policing by ensuring our role reflects the norms, values and ethos of the broader Canadian civil society.

The Alignment of Police and Civil Society

To examine police capacity, we first need to examine the roles that police play in our society. To do so, some discussion of the nature of our society is required. The classic contribution to political theory made by Thomas Hobbes offers a foundation for this discussion. In the wake of the English Civil War, Hobbes wrote his *Leviathan* (1651) in which he created a framework for the interplay of key state actors. Hobbes' attempt to confront the brutality of the civil war, and in turn understand the requisite conditions for peace and good government might be an appropriate start point to understanding the issues in modern day policing. Like many of his contemporaries, Hobbes believed in natural law, principles of natural right recognizable by all rational beings. However, in a state of nature – which he characterized famously as *the war of all against all* – social peace could not be assured by natural law alone. According to his reasoning, security can be found first in a social contract between people and a sovereign who has both the power to command and to protect them. The dissolution of this social contract is the fundamental precondition of civil war. Without the active consent of the great majority of the people, the ability of the Leviathan (the police in our instance) to ensure peace, order and good government seems bound to fail (Sheptycki, 2008).

This Hobbesian view of society is the foundation upon which our modern notions of policing were based, with the police as the physical manifestation of the sovereignty of the state. This concept has served many nations well for centuries and there are core elements that remain valid: avoidance of civil war, promotion of human security through peace, order and good government, and the need for the acceptance of authority by the majority of the people. Where the model begins to fail is that our contemporary society no longer resembles the society that Hobbes knew, and the Leviathan is no longer the sole purveyor of peace, order and good government. In short, the police can no longer be all things to all people.

> **Without the active consent of the great majority of the people, the ability of the Leviathan (the police in our instance) to ensure peace, order and good government seems bound to fail (Sheptycki, 2008).**

Is Policing in Canada Out of Alignment?

Through our ISIS 2008 experience we have seen many examples of how societies differ, how societies change and how the police and other institutions must struggle to adapt to changes in their society. In some instances, the police failure to adapt has resulted in civil disorder, violence and the need for outside intervention. In other instances where the police have been unable to keep up to the pace of change, we have seen a proliferation of non-state actors to fill the voids. The non-state actors can range from being relatively benign (gated communities with private security) to the anti-social (vigilantes such as community based gangs.) Regardless of the nature of these non-state actors and wherever they are on the scale, unlike public policing they are not focused primarily on the interests or needs of civil society.

In Canada the policing community continues to enjoy a relatively high level of public confidence. This may be in part due to our ongoing efforts to remain in alignment with civil society through such initiatives as community-based policing. However, we encountered many

indications in our research that societal changes are making it increasingly difficult to effectively deliver police services using traditional models (FPT, 2001; Law Commission, 2006; PSC, 2007; ICURS, 2008).   As the pace of change in our society continues to accelerate, it will also continue to limit our capacity to satisfy public expectations.

<p style="color:blue;text-align:center;font-weight:bold">Regardless of the nature of these non-state actors …
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the interests or needs of civil society.</p>

At the time of this writing, the Police Service of Northern Ireland is undergoing the painful process of re-alignment while re-building public confidence in their policing institution.   In the State of Israel, the "national security agenda" has so hijacked the public policing agenda that public confidence and expectations has diminished over the years and continues to do so. Public confidence in policing in New South Wales eroded to the point that the Justice Department there now plays a hands-on role in the police mandate and matters of policy . In the United Kingdom, despite scoring at the top of policing's own internal indicators of efficiency and effectiveness, failure to align effectively with the expectations of the community brought the North Wales police, and its Chief Constable, considerable criticism from the public and the media.

In Belgium, history shows that three levels of policing survived both World Wars and considerable constitutional unrest. However in the past decade, the focus of each was blurring and competition among the agencies increased. One particular criminal case that was mishandled in a number of ways brought one million people to the streets of Brussels in a silent manifestation that sent a clear message to elected officials. Policing as in institution was out of alignment with the expectations of the public. Over the ensuing years the policing landscape in Belgium was changed by an overwhelming parliamentary vote. The people had spoken.

While these may be extreme examples of misalignment, they serve to emphasize the future peril that we may face. Canadian police must be institutionally agile, constantly scanning our environment and making adjustments to ensure that we stay in alignment with our civil society (Kempa, 2008).

Alignment and Policing Capacity

How does alignment impact on police capacity? Public safety functions exist on a continuum and the policing function occupies some portion of the centre of the public safety spectrum. Where the police function begins and ends differs dramatically from one country to another and may differ from one community to another. Aligning police functions with civil society allows us to set boundaries on what activities the police should or should not be engaged in. By extension, it also allows us to identify what other organizations or entities are responsible for other segments of the public safety spectrum. By having an ongoing dialogue with our political masters and our public safety partners we can set boundaries on what functions the police perform. At its essence, this is a literal interpretation of Hobbes' "Social Contract". It involves communicating which things the police are capable of doing within their current resource and capacity levels. And, it also involves identifying and working with those other organizations and entities that are responsible for elements of public safety which are not considered by the society to be core policing functions. Only when we have clearly established the boundaries of the police function can we begin to address the real limits of police capacity.

Does Capacity Mean Resources?

In each of the societies examined through ISIS 2008 we saw significant differences in how the police function was defined and what resource levels the respective police services were provided to accomplish their assigned functions. The level of resources was expressed in a variety of quantifiable measures: police to population ratios, crime statistics, budget analyses, and a variety of performance measurement schemes. These quantitative measurements are familiar to any contemporary police executive. What was equally familiar to all of the ISIS police executives was **the universal demand for more resources**. In a strictly Hobbesian view of police and society, the demand for police resources is the only logical answer to the demand for more capacity. However in a society that is better represented as a network of fragments (Kempa, 2008), unlike in Hobbes' benevolent monarchy, the police are not the only actor on the public safety stage. Unless policing occurs within a supportive and well-integrated spectrum which includes adequate capacity elsewhere in the public safety and justice systems, additional expenditures may be without merit.

Canadian police must be institutionally agile, constantly scanning our environment and making adjustments to ensure that we stay in alignment with our civil society (Kempa, 2008).

In this post-modern context, the police become a key facilitator in building the partnerships that ensure that the entire spectrum of public safety is addressed. Many of the countries visited by ISIS 2008 acknowledged the changing nature of their societies and readily shared the adaptations they have implemented in order to meet their capacity challenges. Our own attempt to address the issue of police capacity recognizes the increasingly complex nature of the public safety spectrum in contemporary Canadian society and incorporates many of the promising practices that we encountered during our field study research.
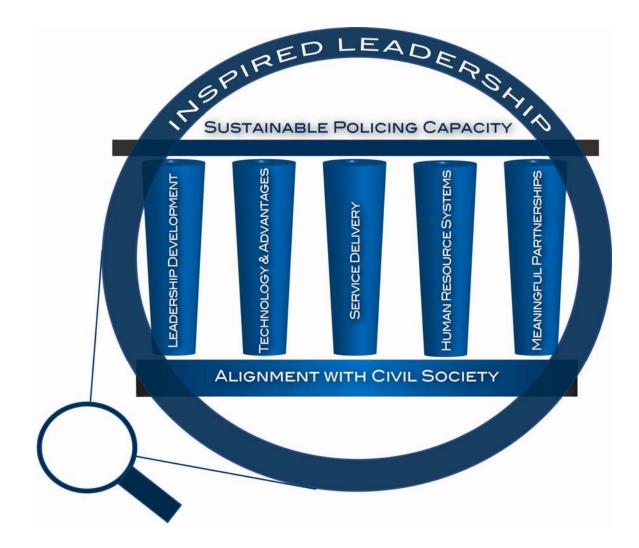
The ISIS 2008 Capacity Model

The traditional solution to capacity in the Canadian context has been to demand more resources. ISIS 2008 is proposing an alternative approach. Rather than merely injecting additional resources, our solutions to policing capacity are predicated on actions which will ensure that Canadian policing remains institutionally agile enough to adapt to the changes in civil society. To build upon this general perspective, we have identified a number of core themes in which the Canadian policing system has the potential to boost its capacity within its current resource envelope.

As shown in Figure 1 below, our model calls for a deliberate, sustained and aggressive focus on the issue of alignment, and it encompasses the supporting themes of Leadership Development, Leveraging Technology, Enhanced Service Delivery, Innovative HR Strategies and Meaningful Engagement with Partners.   This paper will examine each of these themes in detail in the following sections.

Only when we have clearly established the boundaries of the police function can we begin to address the real limits of police capacity.

Figure 1

ISIS 2008 Focused Capacity Model

ISIS 2008 Specifically Recommends:

1. Canadian policing and its leadership must make all efforts to maintain the legitimacy of public policing by ensuring our role reflects the norms, values and ethos of the broader Canadian civil society.
2. Canadian police must engage all actors which comprise the public safety spectrum with a view to achieving immediate clarity and ongoing mechanisms for alignment with the public's expectations for police roles, priorities, and resource levels. ISIS 2008 supports the proposed National Framework for Progressive Policing as an effective program in support of these aims.

LEADERSHIP DEVELOPMENT

Why & How Does Leadership Development Link to Capacity?

In different sites around the world, ISIS 2008 encountered examples where the question of "police capacity" was inextricably linked to the ability of police leaders to manage effectively a universal dilemma: trying to meet public expectations and appetite for policing services within a bounded set of resources. Not to put too simple a point on this, but our collective findings in this area can be plainly stated: leadership matters. It directly impacts upon the capacity question in four ways:

- Police capacity is influenced by the ability of police leaders to manage public expectations for policing;
- Leadership is a key factor in negotiating with other actors in the system to resolve the capacity issues inherent in meeting these expectations;
- Engaged and inspired leadership can produce better outcomes. The choices a leader makes can lead to better and more innovative solutions and a more engaged and dedicated police service; and,
- The challenge is to build sufficient leadership capacity to produce consistently better responses to capacity issues across the policing system.

The exercise of leadership over the capacity issue can have a range of effects from significantly positive, to neutral, to detrimental.   To maintain legitimacy in civil society leaders of the public police are expected to meet, or at least be perceived to meet, a seemingly insatiable and often uninformed appetite for policing services (Grabowski & Fleming, 2008). This must be framed within one of the key observations of ISIS 2008: nowhere will there ever be *enough* resources to do so.

As suggested by Figure 1, the intentional exercise of "inspired leadership" is the lens through which a police leader *chooses* to navigate their police service through the issues of alignment with civil society, the nature of service provision, accountable engagement and partnerships supported by human resource strategies and technology. The choices a police leader makes in the navigation process can serve as a catalyst to innovative solutions or as a barrier to success.   Two fundamental questions derive from this when focusing the lens on the Canadian context:

1. What can Canadian police leaders do to demonstrate inspired leadership over the "capacity crisis in Canada?"
2. What should Canadian policing be doing to ensure an ongoing supply of professionally developed police leaders with the capacity to provide stewardship and solutions in response to changes in and demands from civil society?

The first question will be addressed throughout the entirety of this report as we speak to the defined themes. The second is the focus of this section and speaks to what is currently being done and what should be done in the future to professionally develop police leaders in Canada.

… nowhere will there ever be *enough* resources …

Why Focus on Leadership and Leadership Development?

The concept of leadership is open to many interpretations, and simply making the statement "leadership matters" is not enough. Noted leadership theorist James Burns described leadership as "one of the most observed but least understood phenomena on earth" (1978). But, the divergent and often confusing nature of leadership theory, thought, and opinion does not absolve organizations and professions from the duty to afford specific attention and diligence to the professional development of effective leaders. In post-modern policing, only the right, well-prepared leaders can be expected to achieve and sustain the necessary alignment with the values and expectations of the civil society served by their agencies.

Today's police leaders must interpret the true demands for policing services within their jurisdiction, obtain and manage the resource capacity to meet those demands through education, prevention, enforcement and harm reduction, and maintain a rough equilibrium or balance between demand and service delivery such that the people who pay for police services receive satisfactory value. The central challenge is in locating and understanding the specific forces that create disequilibrium, and countering these with ongoing organizational resource decisions (capacity and deployment) to re-establish equilibrium and maintain the legitimacy of the public policing service.

The development of leaders with the capacity to navigate organizations through these complex issues will not happen by accident. To build the capacity of the policing sector to manage these issues, police leaders need to be professionally developed with the stated aim of improving police leadership capacity to enable progressive and innovative solutions. Police leadership development in Canada has a variety of existing programs and approaches, but nowhere is there a national standard or coherent strategy for what ISIS 2008 would define as the professionally developed "Canadian Police Leader." ISIS 2008 asserts that the development of universal Canadian standards for the professional development and accreditation of police leaders is an essential step in leadership development and contributing another solution to the police capacity challenge in Canada.

ISIS 2008 also notes that accentuating the importance of leadership and leadership development is a not a new message for policing in Canada. The recent Hay Report for the Police Sector Council entitled "A National Diagnostic on Human Resources in Policing" (Johnson, Packham, Stronach & Sissons, 2007) revealed compelling arguments for investing in developing the capability of an organization's leaders. Some of those include:

- Thirty to forty percent of variability in an organization's performance is directly attributable to leadership;
- Seventy percent of all change initiatives do not succeed due to people issues – inability to lead, ineffective teams, etc.; and,
- Thirty percent of the time, poor leadership is cited as a reason for people leaving.

The Hay Report further states, "What distinguishes successful organizations is not only leadership but the ability to create and nurture leadership. Successful organizations consistently improve and regenerate themselves by deliberately and systematically developing people to be real leaders" (p.184). In addition, both the Brown (2007) and Duxbury (2007) reports on the RCMP reiterate and reinforce similar themes, placing importance on the development of police leaders at all levels in police organizations. The challenge is to develop police leadership capacity *professionally* – such that it can be validated through combined measures of accreditation and demonstrated performance.

The central challenge is in locating and understanding the specific forces that create disequilibrium, and countering these with ongoing organizational resource decisions (capacity and deployment) to re-establish equilibrium and maintain the legitimacy of the public policing service.

These recent reports reinforce what we discovered in the field: the exercise of leadership can have a significant impact upon how policing organizations situate themselves to meet capacity challenges. We encountered situations where misalignment was attributed, by those directly involved, to weak or inadequate leadership. One of the most illustrative examples came from two neighbouring police agencies, each with similar demographics, geography and funding, with one standing near the top of the national policing scorecard, and the other consistently occupying the bottom for several years. Conversely, several examples of the positive influence of police leaders also stood out in our field studies:

- The leadership of the Victoria Police by Commissioner Christine Nixon is lauded locally and in other jurisdictions in Australia. She is seen as an innovator for taking an aggressive, proactive, and responsive approach in partnering with the public and engaging them in broad and ongoing consultation around how policing services are delivered and accounted.

- Chief Superintendent David Christie (Strathclyde Police - Glasgow City Centre) is the architect behind a very successful deployment of police to address significant violent crime in the Glasgow city area. Unwilling to accept the status quo, C/Supt. Christie has achieved significant reductions in crime; mobilized the community to meet with political leaders at all levels of government (within the justice ministry as well as health, social and municipal infrastructure); forged effective partnerships; and secured funding from affected sources to hire dedicated police resources for high crime areas. His plan addresses the root causes of crime, involves crime prevention, proactive policing, rapid response, meaningful community involvement, and excellent victim support.

- Sir Ronnie Flanagan once headed the reform of policing in Ireland and has since taken on the role of Her Majesty's Chief Inspector of Constabulary. He has written several significant Police Governance papers and overseen the implementation of recommendations that have reformed policing in the UK, including the standardization of policies, procedures, performance indicators, and reporting processes for the 43 police agencies in the United Kingdom. As the primary driving force behind the many innovative practices of UK Police, Sir Ronnie also provides the Home Office Minister with feedback about future police leaders and their suitability for promotion to Assistant, Deputy or Chief Constable Status.

- Leadership in general was emphasized by members of the Los Angeles Police Department (LAPD), with high praise evident for Chief William Bratton's open and honest approach to leadership. Under his guidance LAPD has made huge strides in community confidence and crime suppression. There is a real sense of buy-in from staff at all levels and community groups alike. This type of buy-in goes a long way in achieving desired results and effectively maximizing capacity.

What distinguishes successful organizations is not only leadership but the ability to create and nurture leadership (Johnson et al, 2007).

Implications for Policing in Canada

A nationally coordinated effort towards the development of a competent, accredited, and effectively performing cadre of police leaders in Canada is critical.   Currently, police leadership development in this country has been characterized as a predominantly organization-centred, localized, or at best, regionalized approach (Johnson et al, 2007). The collective experience of ISIS 2008 affirms that this current approach is inadequate to the challenges in this critical area of policing capacity.

Through continued development of strong and capable leaders, Canadian policing must actively assure the Canadian public that the sector will remain aligned with societal needs and deliver the results Canadian society expects. ISIS 2008 sees these proposed steps as due diligence and a risk mitigation strategy for Canadian policing: as an insurance policy to ensure that Canadian policing is giving these matters the attention and profile demanded of an essential public service.
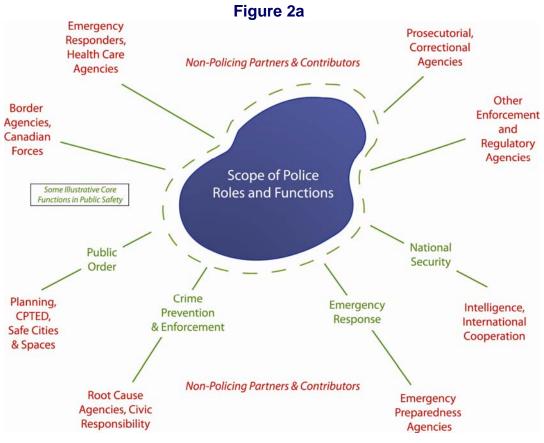
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4.   Canadian policing should promote a new concept: the **Canadian Police Leader**. Canadian policing should create a deliberate and managed talent pipeline culminating in a formal accreditation process for police leaders with emphasis on validated performance standards.

SERVICE DELIVERY

The realm of policing services has been broadened by the more encompassing concept of public safety and as a result, traditional police resources are no longer the sole contributors to safety, security and quality of life issues within communities across Canada. The public safety spectrum is more complex, involving many different agencies and programs delivering and promoting complementary services to core policing services. Figure 2a alludes to this more complex spectrum of service providers with responsibilities in public safety, while illustrating the amorphous and changing scope of police services within such a context.

Figure 2b shows how the precise shape and flexibility of the core policing functions are limited by several factors, some internal to policing, some defined by existing governance frameworks, and some which result from the higher levels of accountability which civil society expects of its public policing agencies.

Figure 2a

Emergency Responders, Health Care Agencies

Non-Policing Partners & Contributors

Prosecutorial, Correctional Agencies

Border Agencies, Canadian Forces

Other Enforcement and Regulatory Agencies

Some Illustrative Core Functions in Public Safety

Scope of Police Roles and Functions

Public Order

National Security

Planning, CPTED, Safe Cities & Spaces

Crime Prevention & Enforcement

Emergency Response

Intelligence, International Cooperation

Root Cause Agencies, Civic Responsibility

Non-Policing Partners & Contributors

Emergency Preparedness Agencies

Policing: Within the Full Spectrum of Public Safety

The increase in the number of entities participating in the promotion of the public safety agenda influences policing capacity and should be embraced on a number of fronts. The emergence of quasi-policing operations, however, has often been labeled and perhaps feared as tiered policing. Tiered policing, when referred to in this fashion is nothing more than a labour relations posture that needs to be re-framed, taking into account the broad spectrum of public safety and human security issues prevalent in every community in Canada.

The emergence of new markets in the public safety arena has produced opportunities in private industry while at the same time policing has been influenced by increasingly sophisticated expectations of stakeholders opening up new challenges requiring high degrees of accountability and professionalism. The result within policing is increased levels of specialization that are necessary to meet various standards. The increasingly differentiated role of police officers creates an opportunity to consider segmentation of the work force based on specialization, risk factors and performance indicators.

Figure 2b

Internal and External Factors which Affect Scope and Limit Flexibility

Ethics
Employee Relations
Business Risk
Administrative Responsibilities

Governance - Legislation - Public Accountability

The challenge for police leaders is in defining the role of police within this spectrum of public safety. Mandated responsibilities, standards and public expectations influence the resource allocation strategies that must be negotiated with the community and in alignment with civil society. The policing services are then delivered, subject to capacity constraints, in a fashion consistent with the public's expectations but may not include the entire menu of public safety choices. This is a case of decisions having to be made.

Does a community prefer to see more preventative police patrols during the day and evening versus the night shift? What would members of the public say about police officers on static traffic control points as opposed to directed patrols focused on the enforcement of laws in "hot spot" areas? Police leaders promote and are accountable for the cost effective delivery of policing services as stewards of public funds. Accordingly, they need to know their markets.

When discussing traditional police services in the context of public expectations it is imperative

Mandated responsibilities, standards and public expectations influence the resource allocation strategies that must be negotiated with the community and in alignment with civil society.

that police leaders identify and communicate the police role to the community. Policing needs to be aligned with public expectations for affordable safety and security. Not all of what is sought is the exclusive domain of policing services. A significant issue for police leaders becomes the identification of those services clearly within the policing mandate and then making appropriate resource decisions, consistent with community expectations that are within the context of a competition for limited resources.

The capacity discussion then needs to focus on human resource allocation, recognizing that variability exists in the qualifications and proficiencies of police personnel. An ensuing discussion is needed to compare and contrast the role of the generalist police officer with that of the specialist to determine the best mix of those resources in the context of predictable calls for service. Factors influencing the discussion need to include probability predictions, response times and costs associated with operations. But most of all, the Canadian police community needs new ways to understand the precise expectations of the citizens in each community served.

The resource allocation discussion also needs to examine the return on investment and requirements of the community. For many years, police leaders have been acknowledged as the experts in the delivery of policing services. However, it is probably time that the policing profession paid more attention to the demands for services. The challenge has been rooted in the colloquial expression of "being all things to all people." With that mindset, it is not difficult to understand the capacity concerns. It is not possible to respond appropriately to such a vast and diverse range of demands for service with a homogeneous work force. Rather, it may be more appropriate to evaluate the availability of resources, the expectations of the community and determine the right mixture of policing services (skills and training) offered.

"It's like marketing a product in a way that's pro-social and trying to convince people, and educate them, that yours is the correct plan so that they don't run off and buy basically anti-social forms of non-state policing…and which do not effectively serve the collective interests of the civil society." (Kempa, June 2008)

Continuing to deliver the traditional services in the face of growing demands can only be addressed through increased capacity. Conversely, the opportunity to negotiate the services required in the context of available resources will break the cycle of continually having to add capacity to meet public expectations. It is conceivable that a newly negotiated supply and demand model of policing services could be managed without the chronic request for increased human resources.

> **… most of all, the Canadian police community needs new ways to understand the precise expectations of the citizens in each community served.**

The traditional policing services contract with the community needs to be renegotiated with a view to optimizing the deployment of police resources. The optimization of policing resources necessarily requires leveraging and responding to opportunities within the public safety sector that redefine the boundaries of influence for police. As a result, policing capacity can be positively influenced by relationships that produce synergistic results contributing to organizational agility necessary to respond to evolving community demands.

Implications for Policing in Canada

Within the CACP's proposed National Framework for Progressive Policing (NFPP) it is identified that, *"(a)ccess to adequate policing is a universal right and expectation for all Canadians"* and further that, *"(t)he nature of policing in Canada is predominantly local."* In order to deliver consistent policing services and ensure a quality product, it is important to support the need for national requirements for specialization across the country.

The competence of police personnel, regardless of organizational affiliation, will inspire confidence in the profession and improve the public's perception of police capacity to deliver public safety services. The establishment of communities of practice will provide opportunities for skill enhancement that are reflected in the quality of interventions, investigations and prosecutions as well as facilitate, on an as required basis, the need to assemble police officers capable of responding to demands that exceed the capacity of local police agencies regardless of size. This should be done while recognizing autonomy and the importance of the local nature of the policing service delivery model.

> **It may be more appropriate to evaluate the availability of resources, the expectations of the community and determine the right mixture of policing services (skills and training) offered.**

By looking beyond jurisdictional boundaries, outside of the traditional scope of police responsibility and a traditional resource allocation model, police leaders can address recommendations in the NFPP that suggest that, "*modern policing requires extra-jurisdictional response capability"* and, *"there exists an ongoing need to optimize police assets, nationally."*

By re-defining who does what, and establishing meaningful relationships with partners in the public safety and human security sectors, the capacity of police agencies can be positively influenced.

Such an approach will necessitate the identification of those highly specialized policing requirements as well as the need for less complex capabilities to address lower levels of safety and security. There is no reason for not utilizing some form of police managed or supervised response in the traditional non-police niche markets that are being established to fill voids in the demand for services not being met by police agencies because of resource constraints. This is illustrated by the differentiated services offered by parking control officers or special constables. In both examples, these relatively new entities have been created to deal with incidents that once were the sole domain of police officers not so many years ago.

Today, it should not be a surprise to learn that the public would likely accept that different levels of knowledge, skill or ability are an important consideration when paying for and expecting service. It may no longer be acceptable to dispatch police officers with identical training and capabilities to parking complaints and incidents of domestic violence. It is clear that, as a profession, the differentiation of public safety services has already taken hold. The new challenge will be to manage the delivery of differentiated public safety services – the appropriate resource, in a timely fashion with the necessary support mechanisms to effectively resolve problems as defined by the community. One size does not fit all.

By re-defining who does what, and establishing meaningful relationships with partners in the public safety and human security sectors, the capacity of police agencies can be positively influenced.

ISIS 2008 Specifically Recommends:

5. Canadian policing must determine and pursue new ways to understand the precise expectations of the citizens in each community served, and move to align staffing and training levels more directly with those expectations.

6. Canadian police leadership should advance national requirements for specialization across the country. This should be done while recognizing autonomy and the importance of the local nature of the policing service delivery model.

HUMAN RESOURCE SYSTEMS AND STRATEGIES

Canadian policing faces the challenge of recruiting and retaining police and civilian personnel while competing for the same resources within the broader labour market. Continued retirements and the exit of organizational knowledge threaten the continuity of service and are coupled with the ongoing challenge of police services representing the communities they serve.

Managing the human capital in policing is essential to ensure alignment and address capacity. Canadian police services can no longer rely on current recruitment and retention methods and assume an adequate and viable applicant pool now and into the future. Nor can police services rely on current deployment methods to front line duties and responsibilities.

ISIS 2008 research pointed to similar findings from around the world as those outlined by the Police Sector Council in *Strategic Human Resource Analysis of Public Policing in Canada (2000)* and *Policing Environment (*2005). ISIS 2008 proposes going further and suggests that capacity issues facing Canadian police can be mitigated in a number of ways. These include a national outsourced recruitment program to establish the **Canadian Police Officer** who is recruited to a national standard; defined strategies to retain quality personnel; efficient deployment of police personnel to front line duties; and, continued civilianization of appropriate police functions.

National Recruitment of "The Canadian Police Officer"

The Police Sector Council has highlighted the areas of human resource systems and strategies and the need to implement "innovative, practical solutions to human resource planning and management challenges". The Police Sector Council and ISIS 2008 acknowledge it is essential to:

- enable a nationally integrated policing "sector";
- facilitate sharing and networking; and,
- enable efficiencies in planning and managing of human capital.

Police services in a number of countries have adopted civilian outsourcing or similar methods of identifying, recruiting and processing people for a career in policing (Please see Appendix A: Promising HR Practices).   ISIS is recommending a national outsourced recruitment program with accompanying national policing standards which would align Canadian police with the same clear goals and objectives and the application of these human resources to police service delivery.

These national standards would create for the first time what we are calling the Canadian Police Officer. This would be a police officer capable of performing his or her generalized or specialized police functions in every municipal, provincial, territorial or federal jurisdiction. To meet the challenges of policing capacity, we believe it is necessary and much more appropriate to advance this notion of the Canadian Police Officer than it might be to entertain discussions of one national police service. Adherence by the police community to traditional agency-specific staffing practices reflects a misalignment with civil society's view of the police. Multiple messages from our communities have continued to indicate that, already in the public's view, a police officer is in fact a Canadian Police Officer. An unwillingness by the police community to move towards a more fluid resource solution will continue to contribute to capacity problems.

Capacity is limited by the challenges in attracting, recruiting and retaining sufficient Canadian police officers.

The Canadian Police Officer would be portable to any policing service in Canada. Police officers living in Whitehorse, Calgary, Brandon, Montreal or St. John's would be able to transfer laterally with their standard skill set. The result could be lateral transfers into other Canadian policing jurisdictions, transferability of skills both in a specialized function such as homicide, organized crime and drug investigations as well as a broader general duty function capacity across the country.

A national outsourced recruiting initiative would provide for effective and efficient service delivery to Canadian policing agencies while still providing ways to deploy police resources to front line priorities as identified by individual police agencies. Such an approach would allow all agencies to release front line officers from recruitment and related administrative duties and shift these functions to a centralized service provider or alternative service delivery with expertise in advertising, recruiting, and selection processes. The result of this move would require all but the final recruitment steps to be done by the service provider, such as key components of the security clearance process.

The same recruitment standards would be applied by all police services in Canada and a baseline Canadian police recruit would be the result. There would be no duplication of effort in terms of process and the recruit would be pooled nationally for placement in the police service of his or her choice, regardless of the region in which they were recruited, while being mindful of local and regional demand and responding to service delivery requirements.

ISIS 2008 believes there is an urgent need to professionalize policing further and leave behind the craft/guild/trade world from which it evolved. Professionals, by definition, serve the public interest. They are largely self-regulating, in the same way that medical professionals or architects are; with an independent body of knowledge and professional standards determined by an autonomous body that exercises stewardship.

The Canadian Police Officer would effectively become portable to any policing service in Canada.

Retention Strategies

Retaining the Canadian Police Officer is also a challenge as the labour market seeks experienced people in an ever-changing environment. A number of retention and pension initiatives to mitigate the exodus of experienced police officers were observed by ISIS 2008 research teams.

Often it is difficult to retain quality police personnel due to the physical limitations of age, years of service, waning job satisfaction or interest, monetary or geographic reasons. These factors can accelerate the retirement of personnel and adversely affect service delivery and community satisfaction.

Presentations from Northern Ireland and the Republic of Ireland have included effective strategies and practices to recruit, retain and advance the best personnel at all levels of employees and develop those employees through advanced education processes (Core, 2008). In Los Angeles, the Deferred Retirement Option Program (DROP) has been implemented to specifically encourage the retention of experienced police talent, and similar programs are being adopted in the UK (Please see Appendix A: Promising HR Practices).

Smart, Integrated HR Systems

Canadian policing currently has no standardized national Human Resource Information System or other information technology infrastructure supporting the collective administrative and operational objectives of police agencies. We do not efficiently or effectively capture and store human resource information and individual development information about the Canadian Police Officer. There is a need to develop human resource processes and information technology infrastructure that support these objectives across all Canadian police agencies. This will contribute to enhancing human resource recruitment, development, mobility, position and function.

Continued Civilianization

ISIS 2008 research has identified several police agencies and related peripheral agencies that have civilianized many of their positions after carefully reviewing their job function. Legislators in jurisdictions such as the Republic of Ireland have identified that it is not a replacement of police personnel but an enhancement upon service delivery. In effect those police positions have not been eliminated.

Civilianization of certain functions within policing could build the capacity of fully trained resources to be deployed to the front line where necessary. There is however, a requirement to have a plan in place to address the job descriptions of positions which have the potential to be civilianized (An Garda, 2008).

Implications for Policing in Canada

ISIS 2008 plans to share several specific examples from the field studies with the Police Sector Council and others for consideration within the Canadian context, and a summary of several HR concepts, ideas and specific program examples are identified in **Appendix A: Promising HR Practices.**

ISIS 2008 Specifically Recommends:

7. Canadian policing should work to create a national outsourced recruitment program with accompanying national policing standards, which would align Canadian police services with the same clear goals and objectives and facilitate the application of human resources to police service delivery.

8. Canadian policing should advance the notion of the **Canadian Police Officer**, as opposed to one national police service.

9. Canadian police leaders should work in a focussed way to professionalize policing further to move beyond the craft/guild/trade world from which it evolved.

10. Canadian policing should pursue the development of nationally integrated human resource processes and information technology infrastructure that support these objectives across all Canadian police agencies.

11. Canadian police services must continue to advance the civilianization of policing functions after carefully reviewing their job functions.

TECHNOLOGY

Technology, leveraged effectively, is an important and capable instrument to address police capacity issues. In the Canadian context, some agencies have achieved significant technological progress while others struggle to move beyond the initial toe-holds they have gained in this field. As stated earlier, the National Framework on Progressive Policing includes several key messages which are directly linked to our findings in this theme area. The NFPP states:

- There exists an ongoing need to optimize police assets, nationally;
- Police struggle to accept and implement systems that will improve efficiency;
- Reciprocity and synergy are essential for efficiency and effectiveness; and,
- Collaboration in Canada can be enhanced significantly.

Canadian police are poised to move collectively from a patchwork of technology and procedures that fall short of the true potential. The consequence of selective use of technology and standards of practice is the perpetuation of inefficiency, and the risk that criminal elements will exploit our lack of interoperability and impaired ability to respond in times of crisis.   To achieve full capacity within the public safety spectrum, the complete potential of these technologies and other advantages must be harnessed.

Chief Ewatski (2007) noted that adoption of innovative and effective technology as one element of the NFPP is not about the police; it is about policing and the safety of our communities. ISIS 2008 advances this concept further and advocates for the establishment of national Canadian technology standards for public safety agencies. ISIS 2008 also advocates for legislation compelling police and affiliated agencies to adopt and apply these standards within the public safety spectrum while considering opportunities to leverage and promote interoperability with other public safety agencies.

Canadian police are poised to move collectively from a patchwork of technology and procedures that fall short of the true potential.

The benefits derived from common hardware and software are obvious and compelling. When common systems are not feasible, compatible systems and procedures must be assured. The question for Canadian police leaders and Federal-Provincial-Territorial officials is not whether this is a possibility, rather, how and when will this be achieved?

Rapid technological advances contrast the slow evolution of public safety systems or structures. The effective application of technology will enable agencies to conduct periodic or ongoing system wide reviews of doctrine, policy, codes of practice, policy manuals, and organizational responsibilities. This helps to reveal duplication and inefficiencies that can be remedied, in many cases in an automated manner saving significant costs associated with manual processes.

The police play a significant role in the effective delivery of public safety. Success indicators must address their ability to detect, solve, and support the successful prosecution of crime. Additionally, police success must include the effective delivery of services that address public assurance; both elements need to be present and balanced.

Implications for Policing in Canada

One of the significant benefits of technology is the manner by which it efficiently performs what would be laborious manual processes. Single sources of data auto-populate other technology systems. FLIR (Forward-Looking Infrared Radar) equipped helicopters search a field in a matter of minutes that would otherwise take ground personnel hours to complete.

Technology creates significant opportunities for large financial, human resource and deployment savings. Additional opportunities exist for Canadian agencies to leverage technology further as both an instrument of efficiency and tool to track the utilization of resources.

While Canadian police enjoy a level of pre-eminence on the world stage, there are many lessons to learn from other agencies and advantages to be gained from doing so. A new heightened level of cooperation and consistency demonstrated elsewhere lends itself to accountability and transparency, reduced infrastructure and training, procurement opportunities, savings, opportunities for police inspired technology, and more. ISIS 2008 concludes that the concept of leveraging technology must be firmly entrenched in public safety agencies and acknowledges the work of the CACP in promoting the conceptual and practical framework of enhanced interoperability such as the SAFECOM Interoperability model (Homeland Security, 2008).

Opportunities exist for Canadian police to leverage existing technology and the excellent work of others who are leaders in the field. Police leaders in Canada must develop and/or leverage existing agency-specific centres of excellence to create a community of knowledge and a source of successful police practices. Collaborative partnerships between agencies can address capacity by eliminating unnecessary duplication. Even outside of policing, police can and should leverage other public or private opportunities giving careful consideration to the advantages and limitations of those arrangements.

ISIS 2008 has identified several specific examples that showcase the potential for technological advantages to address the capacity challenge, and these are offered for consideration within the Canadian context as **Appendix B: Themes and Practices in Police Technology**.

ISIS 2008 Specifically Recommends:

12. Canadian policing must call for the establishment of national Canadian technology standards for public safety agencies.

13. Canadian police leaders should advocate for legislation compelling police and affiliated agencies to adopt and apply these standards within the public safety spectrum, while considering opportunities to leverage and promote interoperability with other public safety agencies.

ACCOUNTABLE ENGAGEMENT AND PARTNERSHIPS

The alignment of public expectations with policing services is founded in historical and social imperatives from Thomas Hobbes to globalization. To date, policing in Canada has thrived and become a world leader because of its engagement with the fundamental tenets of the rule of law, democracy, strong public participation and oversight, important elements in what ISIS 2008 has defined as alignment with civil society. The fundamental question is how do we adapt and sustain an ongoing alignment with community and democratic aspirations?   How do we re-achieve the Hobbesian ideal of a social contract that is relevant and reflective of the new realities of civil society (Kempa, 2008)?

The trust the citizens place in us must not be taken for granted, and we cannot afford to lose it (ISIS 2006).

The Importance of Accountability

Police accountability flows primarily from legislative requirements and the rule of law. But, this was shown to be a fragile proposition in some countries when other factors overshadowed the basic role of policing in the society. In Belgium, there was a crisis of confidence that led to massive restructuring. In the United Kingdom, the weight of social disorder led to the introduction of Police Community Support Officers (PCSO). In Israel, some aspects of policing in a democratic country were sacrificed to the security agenda. And in the Palestinian Authority, a fledgling state, the opportunities to define the approach remain open. In Ireland and Northern Ireland, policing reforms have brought about an unprecedented amount of civilian policing oversight.

In Canada, the proposed NFPP specifically supports the notion of accountable engagement through the two principles of *universal access to policing* and the *predominantly local nature of policing.* Over and over again, the ISIS 2008 site visits reinforced that policing organizations need to be engaged and accountable at the local community level. This manifested itself on one end of the spectrum as structured and purposeful engagement, as demonstrated in such examples as the Policing Board Committees which serve a consultative role in Northern Ireland, and strong traditions of local engagement in Switzerland.

On the opposite end of the continuum, minimal engagement was shown to lead to low public confidence in Israel, where the longitudinal studies at the University of Haifa have demonstrated a decline in public confidence in many public institutions, and in particular police (Fishman & Radner). A similar example was found in Belgium where a profound lack of confidence led to major reforms and restructuring.

Police accountability…was shown to be a fragile proposition in some countries when other factors overshadowed the basic role of policing in the society.

A culture of accountability can also flow from policing traditions, and these traditions remain strong in all of the countries visited by ISIS 2008. However, such traditions were literally turned upside-down in the reforms which came about as Northern Ireland emerged from a state of civil war, and likewise in those which arose from significant police corruption in Australia

and the United States. In other jurisdictions, community engagement – with strong accountability – has allowed some policing agencies to leverage relationships into strong and durable partnerships to the mutual benefit of all. ISIS 2008 believes that only through properly constructed partnerships can policing truly overcome the prevailing mentality that "we know best".

Accountability is best achieved through formal and structured mechanisms as we observed in different jurisdictions. The most structured were found in the United Kingdom at Her Majesty's Inspectorate of Constabulary (HMIC). The HMIC's Police Improvement Agency assists with improving proficiency and effectiveness of policing, including stringent quantitative methodologies that clearly rank police agencies from first to last in the country. The HMIC has also had a strong influence on the approach to policing in Ireland and Northern Ireland.

In Canada there is already strong civilian oversight legislation throughout the country. Police service boards in Ontario offer the most stringent example, operating under the regulatory requirements of Ontario Regulation 3/99 (Adequacy and Effectiveness of Policing Services – "Adequacy Standards"). Elsewhere in Canada, a number of performance indicators and processes are in place to support accountability to the public and governing bodies, including the Balanced Scorecard methods used by the RCMP. Similar, non-legislated accountability mechanisms were observed in our field study research, such as the well-known COMPSTAT process in Los Angeles and Australia. ISIS 2008 also saw additional examples where the accountability mechanisms went beyond the police, and included active participation of other stakeholders in the measurement process. This included Northern Ireland, where the role of the Ombudsman contributed significantly to the ongoing work of the police. In Australia, the Victoria Police Service takes COMPSTAT directly to the community and includes citizens in the process.

Accountability is best achieved through formal and structured mechanisms…only through properly constructed partnerships can policing truly overcome the prevailing mentality that "we know best".

Most Canadian police leaders are familiar with the 360-degree feedback approach for performance management of members, but many areas of Canadian policing still tend to rely on a 180-degree feedback loop. ISIS 2008 believes that Canadian policing should be open to broader opportunities to be accountable and consider including a range of civil society stakeholders in these processes. The principle of engagement with civil society is fundamental to the traditional successes associated with the evolution of policing in Canada including through the good practices cited in the community-policing and problem-oriented policing models.

The Importance of Partnerships

Partnership has been an underlying approach to address policing challenges in Canada for more than a decade. The movement from the sovereign modality of power to a model that is more reflective of changing societal expectations has allowed for what once were traditionally independent police responses to evolve into a shared and joint response between institutional and community stakeholders.

In the past fifteen years, partnerships in policing in Canada have been driven by varied pressures and opportunities, including:

- Operational readiness/preparation;
- Financial savings;
- Community expectations;
- Problem solving or fixing a problem;
- Building relationships;
- Leveraging shared resources; or,
- Good practice.

Based on our study experiences, ISIS 2008 believes that partnerships are no longer based on convenience or serendipity but instead a requirement for moving forward to address policing capacity in a comprehensive manner. Once again, the proposed NFPP speaks to the essence and essentialness of partnerships, stating that *"(a)n environment that promotes reciprocity and synergy is essential to achieving efficiency and effectiveness in modern policing".*

Integration is the newest strategic direction embraced within the policing environment. In a rapidly changing environment where technology, crime, and public expectations shift rapidly, there has been a reality check within the public safety spectrum that has breathed life directly into previously moribund attempts at integration.   This movement toward integration at various points on the public safety spectrum has had the most success focussed primarily in the area of partners in emergency response and preparedness such as fire, paramedic and emergency measures. An excellent example of a successful approach toward integrating at the strategic and functional level is in Ottawa-Gatineau, the National Capital Region. There, Operation Intersect was launched in May 2008 and brings together public safety and municipal agencies from all three levels of government to address issues of "high risk – no incident" in a collaborative, integrated and shared resources model.

Another emerging crime trend area – borderless crime – also drives the need for greater integration in policing operations provincially, nationally and internationally. Transnational policing issues have emerged in the past fifteen years and contributed to the ISIS 2008 understanding of existing and future capacity challenges (Sheptycki, 2008).

"Partner – No, really partner"

In the spectrum of crime prevention and reduction, there have been fewer Canadian examples of holistic and sustained approaches. More advancements in this direction will allow Canadian policing to clearly define its responsibilities and move in a direction where a coalition model is adopted and built upon.

Research and practice in addressing community safety and crime prevention say partnerships are instrumental to holistic approaches (Models, 2000). There are hundreds of Canadian examples over the past decade and a half that support the conclusions of the research compiled for the National Crime Prevention Strategy.

That Strategy went on to highlight three core elements of partnership. These are:

- multidisciplinary partnerships and coordinated efforts that break down traditional jurisdictional boundaries and facilitate innovative and effective ownership of issues;
- information sharing and awareness that assists others in recognizing their roles by looking at problems and especially solutions in a new and achievable way; and,
- community-based action and leadership.

ISIS 2008 field research demonstrates that well-disciplined practices can support such an approach. "Partner – no, really partner" emerged as a dominant theme in our UK studies (Notes, 2008). It spoke to the advantages that meaningful partnerships bring to any one or any level within police organizations, and it also addressed the need for police leaders to discount those partnerships which exist in form only. This truth applies equally to technology-based partnerships that range from meaningful collaborations to full public-private-partnerships [P3].

Many different types of partnership opportunities exist in Canada. The Canadian police community has the advantage of excellent research opportunities, including the Canadian Police Research Centre (CPRC). Centralized research brings with it the advantage of research expertise and proven methodologies, credibility within the research community, and a broad-base awareness of current or proposed research. CPRC for example, has the ability to address funding issues ethically while connecting police, academia and industry on matters of common interest.

Private public partnership (P3) opportunities exist and present unique advantages that would otherwise be unavailable to publicly funded entities, including police agencies. In Israel, there is strong collaboration, directly for security purposes, that transcend the non-state actors including mobile phone providers, internet service providers and utilities that provide direct support to the security operations of the country.

Coalitions for Human Security

Professor James Sheptycki of York University drew the attention of ISIS 2008 participants to the "human security" paradigm. By linking this theoretical model with the conclusions drawn about the importance of strong police links to civil society, the field research examples became even more relevant. The benefit of building coalitions with police, health, mental health, judicial, retail, service industry and all other sectors that would be part of an expanded public safety spectrum all lead to the vision of building a society where human security becomes the goal.

> *A commitment to human rights and humanitarian law is the foundation for building human security. Human security is advanced in every country by protecting and promoting human rights, the rule of law, democratic governance and democratic structures, a culture of peace and the peaceful resolution of conflicts.*

> *Promoting sustainable human development, through the alleviation of absolute poverty, providing basic social services for all, and pursuing the goals of people-centred development, is necessary for building human security. Innovative international approaches will be needed to address the sources of insecurity, remedy the symptoms and prevent the recurrence of threats which affect the daily lives of millions of people (Norway, 1999).*

ISIS 2008 field research found a number of examples of innovative partnerships that led to positive outcomes for the community and supported effective delivery of public policing services. In Scotland, two partnerships between police and the hospital and transportation sectors resulted in a decrease in targeted criminal activity and hooliganism while having a direct monetary savings on the expenditure of public funds. In a presentation to ISIS 2008, the Police Sector Council supported this approach and called for the creation of more consortiums between the police sector and the public, private and voluntary sectors (PSC, 2008).

The Coalition on Community Safety, Health and Well Being is a keystone of the CACP's approach to crime prevention. The Coalition is an excellent example of bringing together essential sectors and institutions to collaborate in a manner which allows for common ground, understanding of the challenges facing civil society, and enhanced partnership development.

The Coalition states that:

- Community safety, health and well-being are achieved when we invest in those short- and long-term measures that are proven to be effective. Let's not waste money on things that don't work, and make the commitment to those that do;
- Canada has already built up knowledge, expertise, tools and resources designed to strengthen community safety, health and well-being. We have a good basis, but it can yield results only if we use these assets; and,
- Local communities seek guidance in developing their own community plans, so that valuable and finite resources can be applied effectively and responsibly. We cannot afford to constantly re-invent the wheel.

Implications for Policing in Canada

Canadian policing experience is varied in the area of partnerships. The 2000 National Crime Prevention Strategy outlined numerous models of good practice. The New Partnership for Social Cohesion (Final Report,1998) described four characteristics of the partnership approach.

Effective partnerships are:

- based on a recognition of mutual interest;
- based on voluntary participation;
- not a substitute but a complement to traditional policies – the potential yet to be explored; and,
- a question of shared efforts together versus shifting burdens.

Focused and refined partnerships can fill capacity gaps and introduce public safety synergies. Meaningful and purposeful partnerships must be embraced.

ISIS 2008 found considerable merit in the EPIC model (Enforcement, Prevention, Intelligence and Communication) employed by the Strathclyde Police as one example of a disciplined approach to deliberate and planned partnerships. There, community problem-solving forums apply an eight-stage Public Reassurance Model together with a management process which requires the commitment of accountable representatives from all partners with the authority to allocate resources and make decisions (EPIC, 2008).

Engagement and partnerships address capacity not by replacing work – but by contributing a greater and more focused understanding of the work that must be done. Gaps between community expectations and those of police institutions will simply exacerbate the capacity gaps. And, without meaningful and deliberate engagement, some capacity gaps will not be understood or measurable by either the police or civil society. Partnerships should continue as a strategic direction for policing in the ever-changing post-Hobbesian world in which we provide policing.

Focused and refined partnerships can fill capacity gaps and introduce public safety synergies. Meaningful and purposeful partnerships must be embraced. At the same time, police agencies must not resist stopping or reducing those partnerships which do not meet clear and identified priorities. Partnerships which appear to be "too good to be true" usually are. Canadian policing must not be seduced by opportunities that conflict with civil society objectives or which feature conditions inconsistent with societal alignment. This calls for careful reviews of "P3" approaches that may not be compatible or consistent with the role of public policing in Canada.

ISIS 2008 believes there should be an iterative process to provide an ongoing "challenge function" when it comes to accountable engagement. Police organizations – and in turn their civil society partners – must regularly review their assumptions and reflect upon their engagement styles, approaches and outcomes. By forcing a regular review process, policing agencies can take advantage of existing successes and build upon them, while limiting or ending those practices or partnerships which do not fulfill the true objectives of accountable engagement.

ISIS 2008 Specifically Recommends:

14. Canadian policing must continue to pursue formal, accountable partnerships and coalitions, and adopt interoperability as the primary strategic direction for the entire public safety spectrum and a requirement for moving into the future.

Conclusion

ISIS 2008 recognizes that there may be many who anticipate a study of policing capacity to prescribe or simply call for additional resources and budget increases. We take the view that it is always incumbent upon police leaders to avail themselves of the necessary resources to the extent achievable. However, we invite our readers to join us in addressing policing capacity from within a broader and more informed perspective.

Our Canadian society has achieved something unique in the world. We rank among the lowest levels of police presence and face the widest geographical challenges, and yet we are recognized among the best-policed countries far and wide. ISIS 2008 encountered little evidence to suggest that Canadians want this basic formula to change. Our concerted engagement with civil society is paying off.

At the same time, police leaders recognize that continuing to meet the growing challenges in policing will require something different. The answer can only be found in a realignment of resources to better meet these realities, and we have offered concrete steps in that direction. Such adjustments will require smarter human and technological systems, more flexible service delivery models, meaningful and accountable partnerships, and inspired leadership now and into the future.

Available At:

www.cacpisis.ca

Electronic Versions of this Report
(in Both Official Languages)

Appendix A: Promising HR Practices
Appendix B: Themes and Practices in Police Technology
References and Bibliography
Flash Presentations of ISIS 2008 Models

ISIS Photo Gallery
Electronic Versions of 2003 and 2006 Reports
Alumni Postings from 2003, 2006, 2008
The Future of ISIS

ISIS 2009 Registration Information

Canadian Association of Chiefs of Police
Institute for Strategic International Studies

ISIS 2008