

**Ontario Working Group on Collaborative, Risk-driven Community Safety**  
**Ontario Association of Chiefs of Police**



# **New Directions in Community Safety**

Consolidating Lessons Learned about Risk and Collaboration

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# Foreword...

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We are privileged to author this report on behalf of the Ontario Working Group on Collaborative, Risk-driven Community Safety (OWG). Over the course of several months, upwards of 30 individuals from multiple agencies met regularly to examine new ways of dealing with crime, victimization, social disorder and a host of other social and health issues that affect many Ontario households and communities. Additionally, scores of community partners, researchers and provincial policy analysts convened in special task groups to bring the latest research and best practices to the attention of the OWG. All of this effort focused on finding new and more effective ways to reduce harm and victimization in Ontario communities; and additionally, reduce the local burden on limited public resources for all of our human services, including policing.

This paper presents several outcomes from the OWG's year of work. More than simply trying to summarize a busy year of research, it is also meant to provide useful guidance to practitioners and executives in all sectors and at all levels of the public service. We invite and encourage practitioners to share with us their reactions to the ideas that are presented here.

This report is divided into two sections. The first consists of nine very brief essays (2-5 pages each) about the issues and approaches that emerged over the course of this year of research. These essays gave us an opportunity to answer the question: "What were the most seminal and formative lessons you learned out of this year of activity?" Not surprisingly, many of those lessons-learned fly in the face of common assumptions, and conventional practices. We sincerely hope that readers will find them as stimulating and provocative as did we.

By far, the majority of this report is subsumed in what amounts to six different papers -- which we, here, choose to call "Resource Papers." The last one simply provides a biography of the OWG: how did it come about; who is in it; what did it do in 2013? There, readers will learn about particular research questions that the OWG set out to answer. The other five Resource Papers provide the answers that emerged.

The OWG is dedicated to finding collaborative solutions to community challenges in achieving safety and well-being for all. The OWG, itself, is a collaborative. It has no titular authority. Nothing it produces will become public policy or common practice unless and until practitioners and policy makers choose to be influenced by its products and guidelines. The OWG's imperative stems strictly from the personal and professional commitments of its members. Coming from all kinds of Ontario communities, many different agencies, diverse qualifications and specializations, all OWG members and partners have found common purpose, driven by common values for community safety and well-being. We are grateful for the opportunity to serve the OWG.

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# I. Ontario Working Group...

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## ...On Collaborative, Risk-driven Community Safety

Stimulated by lessons learned in Saskatchewan about multi-sector collaboration to mitigate imminent risks of crime and or victimization, four Ontario police services decided to implement their own initiatives in marginalized neighbourhoods.

- Toronto Police Service (TPS) in partnership with United Way Toronto and the City of Toronto convened “*FOCUS* Rexdale” in 2012. (*FOCUS* is an acronym for “Furthering Our Communities--Uniting Services”.) For two hours, once weekly, 20-30 human service agency workers convene to identify and intervene on situations of acutely elevated risk in the neighbourhoods of Rexdale.
- Coming off its very successful inter-agency collaboration in the Flour Mill and Donovan neighbourhoods, the Greater Sudbury Police Service (GSPS) invited human services agency executives to support a local “CRISIS table” (where CRISIS is an acronym for Collaborative, Risk-Identified Situation, Intervention Strategy). The initiative found space and hired an executive director.
- Waterloo Region, under the leadership of the Waterloo Regional Police Service (WRPS) partnered with Lang’s Farm to launch a “Connectivity Table” that brings acute care workers together regularly to identify and intervene on situations of acutely elevated risk of harm.
- Peel Region Police (PRP) have launched training for themselves and partners on how to collaborate effectively across sectors. Plans are underway among police and local partners for the launch of a ‘situation table’ to address risk factors in a particular housing development in Mississauga.

Early in 2013 these four police services decided to meet once monthly to share lessons-learned as they all struggled to achieve similar goals. They referred to themselves as the “Ontario Working Group.”

Meanwhile, Saskatchewan’s successes continued to attract a lot of interest in Ontario -- among police services, other human services organizations and municipalities. At the same time, the still emerging work of the province’s multi-stakeholder Future of Policing Advisory Committee (FPAC), and Ontario’s contributions to a national FPT Economics of Policing – Shared Forward Agenda strategy, continued to reinforce the value of collaborative approaches to community safety and new forms of metrics for policing within this context.

In light of that the fledgling Ontario Working Group considered how it might codify its practices and make them available to others. An opportunity to do that emerged in Spring 2013 when the Ontario Ministry of Community Safety and Correctional Services (MCSCS) called for proposals to apply Proceeds of Crime funds. All four services obtained grants for their local initiatives; and dedicated a portion to support original work by them and community partners in a collaborative that took on the name, “Ontario Working Group on Collaborative, Risk-driven Community Safety” (OWG). The group allocated a portion of its budget to retain the support of two Ontario-based Consultants: Dr. Hugh Russell, who has worked extensively with the OACP on Community Mobilization and Crime Prevention models; and, Mr.

Norman Taylor, who is one of the principal architects of the Saskatchewan models. Both consultants have long-term service relationships with several police services in the province. With the support of the Ministry and these consultants, the OWG launched a one-year research and development effort to create:

- Prototype framework for community safety plans
- Measures and indicators for community safety plans
- Guidelines for information sharing and protection of privacy
- Symposium to share this work with police and their community partners
- Communications

More details and a work plan for the OWG may be seen in *The Ontario Working Group on Collaborative, Risk-driven Community Safety* resource paper.

### **Next Steps**

Like any other research project, this year of OWG work not only provided useful insights, guidelines and answers to some questions; it also generated a lot of interest in continuing to do this kind of work. For example, during the course of the year, a number of municipalities began their own, local, community safety planning initiatives. They now look to the OWG for technical assistance and guidance as they begin to develop a local constituency for their work.

In many respects, this year of OWG work focused on research literature, as well as integrating lessons-learned from other jurisdictions -- in Ontario and beyond. In that sense, it was a "lab exercise." At the same time, the OWG's various products, and the very successful Symposium sparked a lot of local interest in applications. Hence, the opportunity exists for the OWG to support collaborative, risk-driven community safety, and to mount projects that support local initiatives.

There is also unfinished work from last year. While the information sharing guidelines that emerged from that task group provide a partial analysis of some federal and provincial legislation -- including some suggestions for needed improvements -- it remains to complete a comprehensive review of relevant legislation that enables local planning for community safety and well-being.

## II. A Focus Beyond Crime...

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### ...Focusing on Crime is Like Focusing on Disease!

*For almost all provinces, the police-reported crime rate and the [Crime Severity Index] declined in 2012. The largest decrease...was in Saskatchewan (-7%), followed by Ontario (-4%). Toronto reported a 7% decrease in...2012, and was the [municipality] with the lowest overall crime rate for the sixth consecutive year. ("Police-reported crime statistics in Canada, 2012;" by Samuel Perreault; Statistics Canada<sup>1</sup>)*

#### **Crime Trends Downward**

As StatCan reports, crime rates across Canada continue to trend downward -- as they have for many years. StatCan defines "crime" as charges brought under the *Criminal Code of Canada*. For purposes of this work we can expand the definition to include charges brought under Ontario provincial statutes and local bylaws as well. Still, crime shows a downward trend.

#### **Social Disorder Trends Upward**

At the same time, police services report increasing demands for emergency assistance, and increasing costs. What accounts for this disparity? The answer lies in the claims of Ontario police services, indeed police services all across Canada, that from 75-85 percent of their calls for service involve something other than chargeable offenses. These include occurrences like suspicious persons, family and neighbour disputes, and events in which serious safety issues arise -- like some addictions and mental illness calls. We use the label "social disorder" to characterize over 75 percent of all police calls for service. They are trending upward.

#### **Social Determinants of Safety**

Focusing on crime, crime fighting, and crime prevention, is a lot like the health sector when it used to focus on illness, disease and their treatment. Neither deal with the root causes of their respective maladies. In the 1980s, Canada played a huge role in redirecting worldwide attention away from disease, and onto health.<sup>2</sup> Now the opportunity exists for us to consider how we can effectively improve people's life choices so that there is less anti-social behaviour, less crime, and everyone is safer. The roots of crime, anti-social behaviour, disease and illness are the same: economic and social exclusion, substandard housing, negative parenting, addictions, ignorance and illiteracy, inequitable distribution of social power, etc. We have the choice of confronting them directly, or only treating their consequences.

The 2011 World Conference on Social Determinants of Health brought together delegates from 125 member states and resulted in the "Rio Political Declaration on Social Determinants of Health." It affirmed that health inequities are unacceptable, and noted that they arise from the societal conditions in which people are born, grow, live, work, and age, including early childhood development, education, economic status, employment and decent work, housing environment, and effective prevention and treatment of health problems.<sup>3</sup> Is it time for us to consider a similar declaration on the social determinants of safety -- at municipal, provincial and federal levels of government?

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<sup>1</sup> <http://www.statcan.gc.ca/pub/85-002-x/2013001/article/11854-eng.htm#a5>

<sup>2</sup> Minkler M (Spring 1989). "[Health education, health promotion and the open society: an historical perspective](#)". *Health Educ Q* **16** (1): 17-30.

<sup>3</sup> World Conference on Social Determinants of Health (2011). "Rio Political Declaration on Social Determinants of Health" (PDF). World Health Organization.

## Safety Promotion

It did not take long in the health promotion field for progenitors to realize that improving the conditions that lead to disease would improve people's overall conditions of well-being, thereby improving their capacities to make healthy life decisions for themselves and their families. The U.S. Surgeon General articulated this in 1979: "...seeks the development of community and individual measures which can help... [people] to develop lifestyles that can maintain and enhance the state of well-being".<sup>4</sup>

The same could be said of our pursuit of safety for all. We need to engage in collaborative, multi-sector strategies for implementing community, neighbourhood and individual measures that can help people develop healthy lifestyles, and make life decisions that ensure their own and others safety.

The "Ottawa Charter for Health Promotion" articulated four standards for achieving health, which apply equally to our quest for safety:<sup>5</sup>

- ...is not just the responsibility of the health sector [*criminal justice and policing sector*], but goes beyond healthy [*safe*] life-styles to well-being....
- ...aims at making... political, economic, social, cultural, environmental, behavioural and biological factors favourable through advocacy for health [*safety*]....
- ...focuses on achieving equity in health [*safety*]....
- ...demands coordinated action by all concerned: by governments, by health [*police and criminal justice*] and all other social organizations.

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<sup>4</sup> Healthy people: the Surgeon General's report on health promotion and disease prevention. Washington, DC: U.S. Department of Health, Education, and Welfare, Public Health Service, Office of the Assistant Secretary for Health and Surgeon General, 1979. DHEW (PHS) Publication No. 79-55071

<sup>5</sup> The Ottawa Charter for Health Promotion; First International Conference on Health Promotion, Ottawa, 21 November 1986.

# III. Crime Prevention Revisited...

## ...Safety Promotion?

*Community safety is one of the concerns most frequently expressed by Ontarians. Although statistics point to overall falling crime rates, Ontario's citizens want assurances that they are safe in their own communities<sup>6</sup>. ("Crime Prevention in Ontario: A Framework for Action 2012)*

**Crime and Social Disorder** Prevention is usually couched in terms of preventing crime -- notwithstanding continuing downward crime trends throughout Canada. As shown elsewhere, social disorder is trending upwards. Social disorder refers to potentially harmful and victimizing activities and incidents that are not chargeable under the *Criminal Code of Canada*, provincial statute or municipal bylaw. Social disorder calls dominate the level-of-effort of emergency responders. So preventing social disorder could have a significant effect on reducing victimization and the costs of emergency response.

**Antecedents to Crime** The choices are not mutually exclusive. Our challenge is to acknowledge that crime and social disorder reside on the same behavioural continuum. Their antecedents are the same: underemployment and economic exclusion, addictions, negative parenting, mental illness, sub-standard housing, ignorance and illiteracy. In fact, there is a chronological sequence in the development of criminal behaviour. Social disorder signals the presence of conditions that lead to anti-social behaviours -- many of which are not chargeable. But left unchecked, they can evolve into self-destructive and criminal activity. So what are we going to prevent?

**Offender Based** Hinged to crime, and placing the burden on police (our most qualified crime fighters) prevention activities naturally revolve around crimes and offenders. See, for example, the province's table describing "stages of crime prevention".

	Prevention prior to occurrence of crime	Arrest and post-arrest	Sentencing	Incarceration	Post incarceration/community supervision
<b>Crime prevention opportunity</b>	Target risk factors of crime	Identify and suppress crime	Identify opportunities for alternative measures, diversion and mandatory programming	Rehabilitate and treat offenders	Reduce recidivism and influence offender decisions
<b>Actions</b>	Predict, intervene, treat	Enforce, investigate and apprehend	Apply appropriate sentencing option	Incapacitate, control and rehabilitate	Reintegrate, predict, Intervene, and treat
<b>Scope</b>	Risk factors of crime	Criminal act	Criminal act and risk factors of crime	Criminal act and risk factors of crime	Risk factors of criminality, recidivism
<b>Focus</b>	Potential victims and potential offenders	Accused/actual offender	Actual offender	Actual offender and victim	Actual offender and victim

<sup>6</sup> "Crime Prevention in Ontario: A Framework for Action," p.10; Ministry of Community Safety and Correctional Services; 2012.

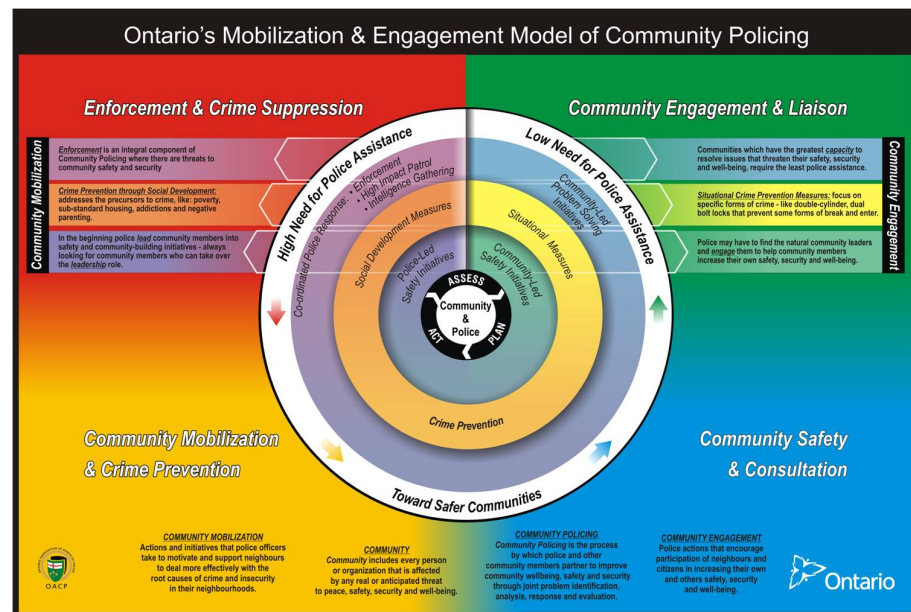


If we try only to thwart those who are inclined to break the law, we will miss far more opportunities to reduce harms and victimization, to reduce the costs of emergency response, and to have a positive influence on the social conditions that foment social disorder, crime and criminals in the first place.

## Situational Measures

Crime prevention experts have many ways to classify the tools of their trade. One of the most common is the distinction between “situational,” and “social development” measures. In 2006, the Ontario Association of Chiefs of Police (OACP) re-visioned “community policing,” reflecting on the locus of crime prevention, and differentiating these two types of measures. As the gold ring in the *Mobilization & Engagement Model of Community Policing* shows, situational measures which by their design apply only to specific types of risks -- like The Club® which is designed to thwart auto theft -- work best in relatively safe neighbourhoods where police have to respond *least* often. Is that where we want to invest our prevention efforts?

Where police respond *most* often, situational measures do not work. The criminologist Lawrence Sherman (*et al*) explains that this is because situational measures cannot be applied there<sup>7</sup>. In the most marginalized neighbourhoods, who can afford The Club®; who has the time and energy to be block captain for Neighbourhood Watch; what landlord is going to rehabilitate subsidized housing by installing steel doorframes, steel doors, and double-bolt locks? Our situational crime prevention measures will not work in our most troubled neighbourhoods where they are most needed.



## Social Development

The Canadian Association of Chiefs of Police borrowed the phrase, “crime prevention through social development (CPSD)” to cover the range of measures that can be applied in our most marginalized and unsafe neighbourhoods. They include efforts to increase education levels, raise standards of living, improve the quality of housing, and increase public access to the full range of supportive social services. Those measures can only emerge out of the collaborative effort of the whole community to upgrade the conditions of safety and well-being for everybody.

## Safety Promotion

We have the opportunity to choose where we put our prevention efforts. We can continue to focus narrowly on crime and criminals -- the symptoms of unhealthy elements in the fabric of community. We can also learn how to

<sup>7</sup> Lawrence Sherman, *et al.*, “Crime Prevention: What Works, What Doesn’t, and What’s Promising;” Chapter 8: “Policing for Crime Prevention;” University of Maryland: 1996.

enable people to increase control over their well-being and its determinants, and thereby improve their and others' safety -- and produce fewer criminals and victims of crime in the process. This choice is very similar to the one the health sector made years ago when it dawned on them that society could no longer afford the escalating treatment costs and victimization caused by disease<sup>8</sup>. Recognizing the "social determinants of health", they continue to invest heavily in "health promotion." Ours is the choice of adding "safety promotion" to our prevention agendas.

### **Role of Police in Prevention**

Qualified research seriously questions the efficacy of police in crime prevention, notwithstanding Ontario's *Police Services Act* which declares crime prevention as one of five "core functions" of every officer and police service. Most qualified research points out that police are not the optimal preventers of crime -- and certainly not of social disorder. Police are effective in this role only when they target known risk factors - crime prevention by police has to be risk-driven. E.g., random patrols and reactive arrests do not prevent serious crime, much less social disorder.

Neither are police the best purveyors of social development in marginalized neighbourhoods where they are called to respond most often. To increase safety and well-being in these neighbourhoods we need to rely on all other local government agencies, social service providers, community based organizations and the at-risk residents, themselves.

That highlights a very unique role for police in promoting safety in marginalized neighbourhoods. Where 75-85 percent of their time and effort is spent, we need to rely on police to get the rest of us to be more responsive, more effective, more collaborative in applying multi-sectoral and long-term strategies for increasing everyone's safety and well-being.

We need police to highlight the imperative so that the rest of us are reasonably challenged to overcome decades of dysfunctional welfare strategies and one-off, insular, interventions. Mobilization is an appropriate role for police; the rest of us have to collaborate on social development. Then, and only then, will we begin to see reductions in harm, victimization and demands for police service, with their escalating costs.

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<sup>8</sup> · [The Bangkok Charter for health promotion in a globalized world](#). Geneva, Switzerland: World Health Organization, 2005 Aug 11

## IV. Risk ...

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### ... Moving from an Incident-driven to a Risk-driven Perspective

*“Our research revealed a very notable shift in the focus on community safety in many countries, with less emphasis being placed on the ‘incident-driven’ and ‘response’ focus of both statistics and operations that we tend to see in Canada, to an increased focus on reducing victimization and targeting the crime-related risks that lead at-risk people into conflict with the law. This does not mean shifting police into pure ‘prevention’ mode, rather, it acknowledges that even our approaches to intervention and suppression can be directed more effectively by risk factors, and real and perceived victimization than by responses to incidents and levels of crime reporting such as UCR, crime stats etc.” (Institute for Strategic International Studies – ISIS 2012<sup>9</sup>)*

#### **The Blotter Problem**

*“Sorry, Ma’am, we can’t do anything until he actually hurts you.”* How many times have we seen that sort of phrase caricaturized in film and television? In many ways, it could be the poster-child phrase for an incident-driven world.

After a couple of generations of bureaucratic evolution in Canada, assisted in good measure by well-intentioned variations on Management by Objectives (MBO), our administrative silos, budgetary processes and reward systems beget such thinking and reinforce predictable behaviour. Until a situation manifests itself into a recordable and actionable incident, and arrives ‘on the blotter’ of one or more service agencies, our system is woefully ill-equipped to respond.

#### **30+ Years of Evidence**

Yet, these same systems have been informed across virtually every discipline involved in community safety and well-being by over 30 years of social science research that consistently demonstrates the predictability, and thus, preventability, of negative outcomes based on well-documented and recognizable risk factors. A multi-disciplinary research team in Regina summed it up this way after conducting a global scan of the extant literature: *“...to argue for any other approach ... would be to argue against an overwhelmingly consistent and compelling body of evidence and proven practice .... The evidence would suggest that [we] already possess the tools and the expertise to address and reduce social and criminogenic risk factors in communities, families and individuals, to provide timely and appropriate interventions for those experiencing problems at home, at school, and in early conflict with the law, and to keep the streets safe by taking swift and decisive action against those who would commit crimes and acts of violence. However, the outcomes would also suggest that these tools and expertise are not being applied as effectively, as efficiently or as accurately as they could be, or as they must be to keep pace with the growing level of urgency.”<sup>10</sup>*

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<sup>9</sup> ISIS (2012). Full circle community safety: Changing the conversation about community safety economics and performance. p 6. Ottawa. Canadian Association of Chiefs of Police. [www.cacp.ca/ISIS](http://www.cacp.ca/ISIS)

<sup>10</sup> Saskatchewan Police and Partners Strategy (2011). Global literature and experience in whole-of-government approaches to crime and violence reduction. p 10. Regina. Ministry of Justice: Corrections and Policing.

### **Someone Always Knows**

The recent Manitoba inquiry into the tragic death of young Phoenix Sinclair is just one among countless examples of after-the-fact reports that tend to indict the unintentional failings of our incident-driven systems<sup>11</sup>. What is missing, and what could have made the difference in so many of these situations are the collective will and the appropriate mechanisms for the ‘system’ to recognize and take action before tragedy strikes. This is the essence and promise of a risk-driven paradigm.

### **“Connected to Services”**

Emerging practice now has shown us that when multi-disciplinary professionals gather for the express purpose of exchanging risk-based observations about persons, families or locations presenting with acute levels of compounding risk factors, pre-incident action can be taken, and these at-risk subjects can be more effectively and more expeditiously connected to the services they need most to avert their impending point of crisis. What’s more, this process can be undertaken without new resources or expenditures, as the professionals are essentially discharging their current responsibilities, albeit in much less conventional ways. By engaging in ‘disciplined conversations’ with their counterparts, by opening multiple lenses through which risk factors can be better seen, quantified and understood by all involved, those now experienced in this mode of operation report consistently that they are able to fulfill their own responsibilities with greatly enhanced acuity and speed.

### **Risk-based Data Analysis**

Such actions also have the effect of producing heretofore absent insights into the true nature of risk at work in our communities. An incident-driven world is by definition blind to compounding factors until and unless they manifest in a way that the system can record, such as an arrest, an emergency room visit, an expulsion from school, or a child apprehension order. By tracking acute risk situations and the steps taken by multiple agencies to mitigate them effectively, we are gaining a new window into our community, one through which a renewed alignment of our investments in social development and primary prevention measures will most certainly begin to form.

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<sup>11</sup> Hughes, E.N. (2014). Commission of inquiry into the circumstances surrounding the death of Phoenix Sinclair. Winnipeg. Government of Manitoba. <http://www.phoenixsinclairinquiry.ca>

## V. Harm and Victimization ...

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... Offenders are only so-defined when successfully prosecuted ... but victims are immediately defined by their experience

*“By experiencing less crime, we will collectively realize considerable cost-savings, reduced fear of crime, and most importantly, fewer victims.”<sup>12</sup>* (Chief Matthew Torigian, then-President OACP, writing in A Framework for Action 2012)

### **Funnel Theory and UCR**

We are often reminded as professionals that in our attempts to communicate ideas, most people prefer things to be kept simple. It might also be fair to observe that the more influential the decision-makers, it seems the simpler they like things to be. Thus, it is of little surprise that the ‘crime rate’ has always risen to the centre of the national discourse on the policies and economics of community safety. In many ways, this is like trying to measure the speed of light with a yardstick, simply because you happen to be holding a yardstick at the time. There is no doubt that our Universal Crime Reporting data makes many important contributions, and the Canadian Centre for Justice Statistics is to be congratulated for maintaining and continuing to improve this vital source of insights. But, the good folks at StatCan would be among the first to agree that basing national policy and investment decisions on this data alone would be to entirely miss the point of the exercise.

In a 2012 paper, retired Mountie Earl Moulton offered one among many important insights into the limitations of our reliance on UCR as a basis for understanding the true nature of crime and social disorder in our communities. Moulton observed, *“the criminal legal process can be likened to an immense funnel that selectively identifies some law breakers and routes those persons through police, court and corrections processes ... changes that are seen in the inputs, throughputs and outputs of the criminal legal process are the results of changes in the funnel rather than changes in offenders or offending behaviour.”<sup>13</sup>* In other words, crime rate may be a better measure of the effectiveness and capacity of our prosecutorial system than it is any measure of the reality being experienced by Canadians in their homes and neighbourhoods. StatCan’s periodic General Social Survey on Victimization would certainly seem to support such a conclusion, since just as aggregated crime rates dip to 40 year lows, self-reported rates of victimization appear to be holding steady and even rising in some categories<sup>14</sup>.

Thus, it follows that decision makers behind current efforts to prevent crime in Ontario would be well-served to base their policies and investment choices on a much more thorough understanding of the levels of harm and victimization wrought by criminogenic factors and other related risks at work in Ontario communities, and to avoid the easy trap of letting apparent success be defined by a criminal justice system whose inherent limitations skew its own results.

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<sup>12</sup> Crime Prevention in Ontario: A Framework for Action (2012). p 2. Ministry of Community Safety and Correctional Services.

<sup>13</sup> Moulton, E. (2012). Myth and reality: Interpreting the dynamics of crime trends: Lies, damn lies and (criminal) statistics. p 1. Police Practice and Research 1-9. Routledge.

<sup>14</sup> General Social Survey (2009). Statistics Canada. <http://www.statcan.gc.ca/pub/85-002-x/2010002/article/11340-eng.htm>

### **Misplaced Economic Emphasis**

An unfortunate corollary to the UCR bias is the effect of luring decision makers towards supply-side economics. Much of the current national dialogue on the economics of policing reflects this trend. These conversations begin with the *a priori* assumption that any discussion of investments in community safety naturally begins and ends with police budgets. Yet, Dr. Irwin Waller and many others have done a remarkable job of demonstrating just how flawed enforcement and incarceration options are as any true indicators of return on investment. Conversely, prevention measures and improved pro-social pathways for youth have been shown to yield astronomical dividends by comparison<sup>15</sup>. As Ontario witnessed in the energy sector two decades ago, there comes a time when your *generation* options will never keep pace, but it turns out *demand-side strategies* can produce new capacities no amount of affordable supply could ever hope to deliver.

### **Conjoined Twins**

Adding to the importance of focusing on harm and victimization is the reality that in our most marginalized households, criminality and victimization are too often conjoined twins. Analysis of the first 1000 acute risk situations coming to the Hub tables in Saskatchewan has revealed that while about 45% of situations were categorized as primarily Social Service issues (including Child Protection), the most prevalent risk factor in those situations turned out to be criminality in the home<sup>16</sup>. And, many studies have shown just how many eventual offenders are themselves victims of crime, and in the reverse, how many young victims sadly go on to exhibit anti-social behaviour later in life.

### **Inverting the Funnel to Target Highest Risk Offenders**

Studies of recidivism and recontact also support similar observations, of course, but with the added insight that our incident-driven bias and its resulting funnel phenomenon may also have the effect of worsening outcomes instead of improving them. A generalized focus on enforcement and resulting state-imposed sanctions does much to criminalize, further marginalize and in a great many cases, makes permanent whatever transitory risk factors may have triggered actions only *situationally* in the unfortunate. Sanctions without supports have been shown to increase recidivism rates by as much as 40%. On the other hand, when applied judiciously and effectively to the most prolific and high risk offenders, carefully targeted case management plans can have a profound and lasting effect<sup>17</sup>. Recontact studies currently underway are revealing staggering truths about the small number of hard core offenders who wreak havoc on communities while consuming much more than their fair share of criminal justice and social expenditures at the same time<sup>18</sup>.

By working from a harm and victimization starting point, our systems may be able to redirect considerable energies and resources to where they will make the most difference for society.

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<sup>15</sup> Waller, I. (2006). *Less law, more order: The truth about reducing crime*. Westport, CT. Praeger.

<sup>16</sup> Prince Albert COR (2013). *Report on the Hub Discussions 2012/13*. Community Mobilization Prince Albert. [www.mobilizepa.ca](http://www.mobilizepa.ca)

<sup>17</sup> Rector, B. (2013). *Presentations on Serious Violent Offender Response*. Available from Saskatchewan Ministry of Justice: Corrections and Policing.

<sup>18</sup> CCJS (2014). *Studies of recontact with the criminal justice system in Canada*. Available from Statistics Canada.



## VI. Collaboration ...

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... To work together ... especially in a joint intellectual effort

*thefreedictionary.com*

*"... this risk intervention process might be working well for some, but not really for my agency. Our intake numbers have gone up considerably and this is not looking good for me. We didn't used to see these people until they were in crisis, now they're being referred to us sooner, and this is wreaking havoc on my performance indicators."*

*An Unnamed Situation Table Stakeholder*

### **Overcoming Boundary Management**

Could there be a sadder indictment of our modern service delivery models than this quote? In some defense of the speaker, this individual is a successful product of career-long conditioning. Twenty-five years ago it was still very much the custom in most large organizations, especially those in the public sector, to inculcate newly minted middle managers through a series of corporate training programs. Within many of these programs it was not unusual to find the topic of boundary management, or similar words to that effect. Essentially, this was bureaucracy doing its best to self-perpetuate, offering lessons for the uninitiated on how to protect one's turf, deflect un-planned impositions on one's own efforts and resources, and hold steadfastly to the performance measures for which one was most likely to be rewarded in the positive, and from which the dread illusion of career-limiting failure was cast. Illusion is the appropriate term here, since these are the same organizations that rarely delivered negative consequences, as evidenced by the continuing path of promotion that led this same speaker quoted above to loftier heights of power and influence.

### **The Myths About Non-Collaboration**

Thus, as we set about to embrace more collaborative modes of engagement with one another across the human services, we have much to overcome. One might be inclined to presume that for professionals who have dedicated their careers to improving the lives of individuals, families and communities in need, collaboration with others who might assist them in achieving such goals would be a natural reflex. But many myths prevail, and these run counter to such natural inclinations. As Saskatchewan Deputy Minister Dale McFee puts it, "This is about a group of people coming together to realize there is a better way<sup>19</sup>". To help our professionals to find that better way, it will take determined and supportive leadership to overcome the myths that shape current habits and practices. Here are just a few.

### **Myth: We Can Avoid Doing Other People's Work**

The notion here is that life is much simpler when we just stick to our own business. After all, who has the time to be doing other people's work? Unfortunately, our front line professionals in every sector are doing other people's work every day. The nurse who needs to manage an out-of-control addict in the emergency room is doing someone's work. The child protection worker who needs to extract a child from an abusive or neglectful environment is doing someone's work. The teacher who needs to invoke a violent threat risk assessment to deal with a disorderly and dangerous pupil is doing someone's work. The police officer who is injured while apprehending a violent patient with mental health issues is doing someone's work. The truth is, when it

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<sup>19</sup> Taylor, L. (Producer). (2014). *Game Changers: The theory, practice and human story behind the Saskatchewan breakthroughs in community safety* [documentary]. Canada. Ribbet Inc.

comes to complex risk profiles, it is too often a case of ‘pay me now or pay me later’. By not collaborating with the professionals and agencies that might bring real and lasting solutions to bear, we can delude ourselves that our own work is more easily done within the silo of our direct responsibilities. But, the at-risk individuals care nothing about our silos, and nor should they.

**Myth:  
Our Budgets  
can be  
Protected**

We hear often about these current times of fiscal restraint. As though this is new. As though this is an excuse. It has always been central to the responsibility of any public sector manager to exercise prudent stewardship of public funds. But stewardship is not the same as ownership. Truth be told, budgets will always be vulnerable to the frailties of economics and governing ideologies, and effective hoarding will offer little defense if the broader outcomes that are important to taxpayers are not being achieved. As one old business mentor used to say, “Be careful of clinging too tightly to your earnings, or you might manage yourself right out of business”. Yes, it takes investments of time and energy to collaborate across sectors and agencies. Yes, it might mean hard choices among conflicting priorities. And yes, some of your budget might someday become some of theirs, if that is where it can be most effective in serving the needs of society. Or it may be gone anyway. That is what is meant by stewardship.

**Myth:  
Our Domain is  
Sacred Ground**

Someone once said that the real art of bureaucracy is mystification. One only need listen to the usual litany of acronyms and arcane language to discover how effectively this has taken hold. While undergoing a recent dental implant procedure, I slurred to the dentist that I was experiencing some discomfort in the 1-6 tooth. He and his staff snapped a collective double take. “How do you know that terminology?”. Why wouldn’t I? When someone is drilling a hole into my jawbone, shouldn’t I know a bit about the science? The real question, though, is why they were so quick to assume that I wouldn’t know the terms, and were so startled that I did. Had I somehow rendered them less mysterious, and thus, their services less valuable than the fees they charge? Consider this story the next time you invite someone to collaborate with you and your agency. Or better yet, toss out a couple of choice acronyms the next time you wander upon their hallowed ground. Collaboration might require all of us to let a few more people behind the proverbial curtain.

**Truth:  
There is a  
Better Way**

The definition that forms the sub-title to this section asserts that collaboration is associated with “a joint intellectual effort”. This aligns well with the notion of being smart on community safety. It also speaks to the constructivist nature of true collaboration .. the cultivation of new knowledge, and the joint discovery of new ways of knowing. The social scientist Jurgen Habermas described three types of learning outcomes that can arise from constructivist endeavours<sup>20</sup>. The first are instrumental outcomes, new actions we can take, and new ways of doing the things we are paid to do. The second are communicative outcomes, and these relate to new ways of understanding one another ... something that is vital to knitting the system back together to better connect services and supports to those who need them most. The third kind are emancipatory in nature. These are the outcomes that free us from our conventional patterns of thought and action, and challenge us to reach new ways of understanding the world around us. It may be in this realm that the real breakthroughs will be found as we collectively seek to apply increasingly scarce resources to meet growing needs in our society.

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<sup>20</sup> Habermas, J. (1987). *The theory of communicative action (II): Lifeworld and systems: A critique of functionalist reason*. Thomas McCarthy (Trans.). Boston, MA.: Beacon Press.



# VII. Specific Roles for the Police...

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## ...Champions of Safety Promotion!

*“No elements of the justice system can individually or collectively solve crime and disorder problems without full participation, shared equity, mutual responsibility, and transparent relationships with other public and private organizations and citizens who live in the neighbourhoods affected most by crime and social disorder”<sup>21</sup>. (Hugh C. Russell in Design Elements for an Effective Neighbourhood Officer Programme 2013)*

### **Unsuited for Prevention**

Police have one highly effective crime prevention tactic: targeted enforcement. If and when they are able to identify perpetrators who will victimize others, or locations where victimization is most likely to happen, police are superbly mandated, trained and equipped to prevent those harms from occurring. But beyond targeted enforcement, police are not particularly good at prevention -- nor should they be! As mentioned elsewhere, most of the situational measures<sup>22</sup> police have to work with are effective only in neighbourhoods that do not require a great deal of police assistance. In contrast, where police respond most often, situational measures do not work because people living in marginalized conditions are usually unable to implement them.<sup>23</sup> There, the only measures which will have a sustainable effect on reducing crime and disorder are social development measures. Police are not mandated, trained or equipped to implement those. Hence, where crime and disorder prevail, police are not up to the prevention business.

### **Myths Constrain Police**

The presence of “Crime prevention” listed as a “core” police duty in Ontario’s *Police Services Act (PSA)*<sup>24</sup> is a remnant of two old myths: (1) that the greatest threat to public safety and security is crime (offenses that are chargeable under the *Criminal Code* of Canada, provincial statute, or local bylaw); and (2), that the presence of police deters criminals from violating the law. Neither could be further from today’s reality! “Assistance to victims of crime” is another of the core police duties specified by the *PSA*. This remains a vitally important function but it also suffers in some ways from similar mythology. Most victimization that occurs today is not caused by crime, *per se*, but rather, by social disorder. The *PSA* does not empower police sufficiently to do the right things to reduce victimization stemming from social disorder. Hence police get caught in their own vertical silo.

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<sup>21</sup> Hugh C. Russell, “Design Elements for an Effective Neighbourhood Officer Programme”; Divisional Policing Support Unit, Toronto Police Service; August 11, 2013.

<sup>22</sup> Situational measures are those that are designed for particular threats; like, the CLUB® which is designed to thwart auto theft; Neighbourhood Watch; or crime prevention through environmental design (CPTED) -- a whole raft of physical and environmental measures that are designed to make people safer in their homes, neighbourhoods, and work places.

<sup>23</sup> Lawrence Sherman, *et al.*, “Crime Prevention: What Works, What Doesn’t, and What’s Promising;” Chapter 8: “Policing for Crime Prevention;” University of Maryland: 1996.

<sup>24</sup> Ontario Police Services Act, R.S.O. 1990; I., 4., (2)



*This is a visual of the first 15 years of my career...in one of those silos. I operated in a silo; respond, arrest, charge and release. Arrest, respond, arrest, charge and release. Arrest, charge and hold for bail court. Arrest, charge and hold for bail court. Again and again and again. Now I know there are more collaborative and effective approaches to community safety and well-being!*  
 (Superintendent Barry Zehr, Waterloo Regional Police Service; April, 2014)

### **Police are Good at Encouragement**

On the other hand, the PSA was prescient when it listed among the duties of a police officer: "...preventing crimes and other offences and *providing assistance and encouragement to other persons in their prevention* (italics mine);"<sup>25</sup> There is no one better than a police officer when it comes to "providing assistance and encouragement" that will prevent crime or social disorder. Further, there are no people in greater need of assistance and encouragement than those living in marginalized neighbourhoods where most of the crime and disorder happens. But why stop there? Effective prevention of harm and victimization is going to require assisting and encouraging a whole raft of human and social service agencies and organizations to do things in new ways that will increase their efficiency, their effectiveness, and the sustainability of those effects. In that sense, there is a superordinate role for police in the prevention of crime and social disorder. But it includes not the acts of prevention so much as the acts of encouraging and assisting others to do things that prevent harms and victimization.

### **Engaging Human and Social Service Agencies**

In Toronto's Rexdale neighbourhood, it took the brokerage of a senior police leader to develop an effective partnership with United Way Toronto and the City of Toronto in order to create *FOCUS* Rexdale.<sup>26</sup> In its first year *FOCUS* Rexdale's three co-chairs spent most of their time doing outreach, recruitment, reassurance and encouragement to get 20-30 other acute care agency representatives in the weekly meeting. They had to support and inspire the collective to create processes, policies, agreements and protocols for effective collaboration in spite of barriers inherent in the vertical silos in which each agency conventionally operates. The "assistance and encouragement" job is never over; and police are uniquely qualified to do it with other human and social service agencies and organizations.

### **Mobilizing Community Assets**

Social development is a long term strategy for increasing the safety and well-being of people living in marginalized conditions; and thereby, reducing the demand for police assistance. It means addressing the social determinants of safety: poverty, addictions, mental illness, negative parenting, sub-standard housing, and others. Qualified research and

<sup>25</sup> *Ontario Police Services Act*, 42., (1), (b)

<sup>26</sup> *FOCUS* is an acronym which stands for "Furthering Our Communities, Uniting Services." *FOCUS* Rexdale is a once-weekly meeting of 20-30 social service providers who share the minimum amount of information that is needed to identify individuals, families, groups or street addresses that are at acutely elevated risk of harm or victimization. When such a situation is identified, the most appropriate mix of agencies mounts an immediate, pre-emptive intervention with a customized blend of social supports that are needed to mitigate those risks.

experience in hundreds of marginalized neighbourhoods around the world has repeatedly shown that social development will not take hold and prevail if the people living in those conditions are not engaged in the development process.<sup>27</sup>

Police are not, typically, social development experts. This is where Ontario has discovered a vital role for police in “mobilizing” marginalized people in social development as illustrated in *Ontario’s Mobilization & Engagement Model of Community Policing*. Police are good at this for four reasons: (1) they have unique responsibilities and capabilities to make it safe for people in marginalized neighbourhoods to mobilize; (2) they have the ability to recognize the creative and constructive capacities of people who may suffer from a variety of social, environmental, economic, and health constraints and disadvantages; (3) they have important roles to play in both identifying needs and contributing to appropriate interventions for people facing accumulating risk factors; and (4) they are credible and wield unique levels of authority to motivate people. Key among police mobilizing roles are:<sup>28</sup>

- *Targeted and proactive enforcement*: it has to be safe for community assets in marginalized neighbourhoods to mobilize
- *Active and visible presence*: community assets have to feel that police are steadfast, reliable and consistent supporters of local initiatives to improve safety and well-being
- *Community engagement*: rallying, assembling, marshalling and organizing community assets to act collectively for improved safety and well-being
- *Problem solving*: Creative participation in tackling locally identified opportunities to make things better

### **Safety Promotion**

The parallels between the social determinants of health and safety are too obvious to avoid. They suggest that we can also learn something about increasing safety by looking at the health sector’s approach to “health promotion:” defined by the World Health Organization as the process of enabling people to increase control over their health by developing public policy which addresses essential prerequisites like income, housing, food security, employment, and quality working conditions.<sup>29</sup> Without diminishing the value of primary health care and the treatment of disease, the health sector is transforming from a reactive profession that fights disease, to a proactive infrastructure that also helps people stay healthier.

The opportunity arises for us to do the same where safety and security are concerned. Without abrogating the importance of emergency response to crime and social disorder, we could consider strategies for increasing people’s control over their own safety by developing public policies that address prerequisites like employment, education, housing, mental health, food security and other factors: “safety promotion.” That would force us to acknowledge that safety promotion entails far more than changes in the roles and responsibilities of police. Like health promotion, safety promotion requires the collaboration of all sectors.

We also need to avoid some of the pitfalls the health sector discovered -- one of the greatest being reducing health promotion to health education and social marketing focused on changing behavioural

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<sup>27</sup> John P. Kretzmann and John L. McNight, *Building Communities from Inside, Out: A Path Towards Finding and Mobilizing Community Assets* ACTA Publications: Chicago, 1993.

<sup>28</sup> Paul Quinton and Julia Morris, *Neighbourhood Policing: The Impact of Piloting and Early National Implementation*; U.K. Home Office; Online Report 01/08; p. vii. <<http://www.homeoffice.gov.uk/rds>>

<sup>29</sup> Participants at the 6th Global Conference on Health Promotion. The Bangkok Charter for health promotion in a globalized world. Geneva, Switzerland: World Health Organization, 2005 Aug 11.

risk factors.<sup>30</sup> Instead, experience shows that both health and safety promotion require fundamental changes to public policies in all sectors -- without which those living in the most marginalized conditions and contributing most to the demand for police emergency response will never be able to make safer and healthier life decisions -- no matter how well informed they are of the benefits of safer behaviour.

### **Police Services Boards**

With safety promotion as one of their core duties, police have a diverse range of targets for their engagement and mobilization capabilities. Much as we need primary health care physicians to tell us about the incidence of disease and health risks, we need police to tell us about the incidence of crime, social disorder, and other threats to safety. We also need police services boards to assist and encourage municipal governance, human and social services, landlords, business owners and employers to revise the policy frameworks which currently perpetuate marginalization. The *PSA* requires police services boards to "...generally determine objectives and priorities for police services."<sup>31</sup> Such boards are an important instrument of civilian control and public accountability for policing. But suspended in that area between police and the communities they serve, boards have a unique perspective from which to observe the effects of public policy in all sectors on safety and well-being. We need boards to blow-the-whistle when the demand for police response to social disturbance indicates that a lot more needs to be done by all sectors to mitigate, reduce and even prevent harm and victimization. If we shift our thinking about policing from crime fighting to safety promotion we will be able to measure:

- Reductions in victimization from crime and social development (including decreases in self-reported victimization);
- Increases in police legitimacy (public appreciation of what police, do, and how they do it); and,
- Increases in community engagement in problem-solving (more public involvement and fewer perceived problems).<sup>32</sup>

If we fail to impose this expectation on police services boards, then we are only making them siloed overseers of increasing demands for police response, with their consequent increases in costs to the public for policing.

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<sup>30</sup> Bunton R, Macdonald G. (2002). *Health promotion: disciplines, diversity, and developments* (2nd ed.). Routledge.

<sup>31</sup> *PSA*, I., 1., (9), (b).

<sup>32</sup> Quinton, *op. cit.*

# VIII. Community...

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## ...the Heart of the Matter!

*However...appropriate policy and structural changes could avoid [community] collapse, if not pave the way toward a more stable [community]. The two key solutions are to reduce economic inequality so as to ensure fairer distribution of resources, and to dramatically reduce resource consumption....Collapse can be avoided and population can reach equilibrium...if resources are distributed in a reasonably equitable fashion<sup>33</sup>. (Safa Motesharri of the National Socio-Environmental Synthesis Center)*

### **Community**

The term “community” has at least two distinct meanings: it can refer to a social unit of any size whose members share common values. Or, it can refer to an administrative or jurisdictional unit -- like a neighbourhood, school, riding, township, county or city. In a community of common values, intent, belief, resources, preferences, needs, even risks and a number of other conditions need to be present and common, affecting the identity of all participants, or that community will not be cohesive -- meaning, it will cease being a community.

If community exists, both freedom and security may exist as well. The community then takes on a life of its own, as people become free enough to share and secure enough to get along. The sense of connectedness and formation of social networks has become known as social capital.<sup>34</sup> It is the mastic that holds community together; the foundation on which safety and well-being are built. Safety and well-being will only be achieved when community cohesion is achieved.

### **Social Capital**

If we have a municipality in which some people feel unsafe because of the actions and behaviours of others, we do not have a community. Or more precisely, those who are afraid may share common values and be cohesive in that sharing. But those of whom they are afraid not only do not share common values with the first group; but also do not share common values with each other. Where social disorder, crime and victimization are prevalent we have merely the skeleton of community -- a cluster of people thrown into close proximity who do not share common values; do not feel connected to each other; do not form social networks; do not enjoy the benefits of social capital. Our current systems of development and administration create and perpetuate such stratification: those who can meet their personal and social needs; and those who cannot. The history of civilization is rife with examples of complex societies which have collapsed, in part because of marginalization, exclusion and stratification<sup>35</sup>.

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<sup>33</sup> Safa Motesharri of the US National Science Foundation-supported National Socio-Environmental Synthesis Center

<sup>34</sup> Putnam, Robert D., *Bowling Alone: The Collapse and Revival of the American Community*, p. 19; 2000

<sup>35</sup> Safa Motesharri, National Socio-Environmental Synthesis Center; results of a study sponsored by NASA's Goddard Space Flight Centre; using the National Science Foundation-developed “Human and Nature Dynamical (HANDY)” Model; soon to be published in the peer-reviewed Elsevier journal, *Ecological Economics*. 2014

## **Sense of Belonging**

Seminal research in 1986 identified four elements in "sense of community": membership, influence, fulfillment of needs, and shared emotional connection.<sup>36</sup> That led to development of a *Sense of Community Index* that has been widely applied in schools, workplaces, and a variety of types of communities. Scores of studies based on this *Index* have provided substantial evidence that youth and young adults who feel a sense of belonging in a community develop fewer psychiatric and depressive disorders than do those who do not feel like they are part of a community.<sup>37</sup> A more perverse proof of that axiom lies in the observation that fatherless and alienated young males are drawn to gang life by the very promise of belonging to the "brotherhood".

## **Community Building**

Our choices are clear. We can either perpetuate stratification by throwing inordinate amounts of public resources at the conditions that create social disorder and crime -- a form of welfarism that only reinforces the notion that some people do not belong! Or we, the system, can withhold our own judgments and expectations and, while also contributing to immediate solutions, draw equally upon the capacities necessary to support people in marginalized conditions as they strive to re-connect with each other and acquire the means to live safer and healthier lives. To increase safety and well-being, we have to increase community cohesion. To increase community cohesion we have to follow the leads and respond to the needs of those who are marginalized. That is community building.

In 2012 the United Nations sponsored Rehabilitation and Research Centre for Torture Victims (Copenhagen) published a lengthy report of best practices coming from a large project to stem violence in Bogota, Columbia. They learned what works:

- ...believe in the project, that it matters and really can produce change
- ...involve all types of people and not be afraid of establishing close contact with local actors
- Acknowledge that people may be victims of poverty [and] marginalization, but always treat them as resourceful individuals
- Never make promises that cannot be kept
- Beware of – and try to avoid – welfarism, i.e. dependency on public funds
- ...mobilize locally, using social networks<sup>38</sup>

## **Mobilization**

It is in this context that our frequent use of the word "mobilization" takes on special meanings. Elsewhere we use the words "multi-sector" and "collaborative" to describe how important it is that all agencies, organizations and offices of government work together on the community safety planning agenda. We have acknowledged how challenging that is with barriers like differing enabling legislation; competition for scarce public resources; institutional boundaries; and perceived prohibitions against sharing private and

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<sup>36</sup> McMillan, D.W., & Chavis, D.M. 1986. "Sense of community: A definition and theory," p. 16

<sup>37</sup> Perkins, D.D., Florin, P., Rich, R.C., Wandersman, A. & Chavis, D.M. (1990). Participation and the social and physical environment of residential blocks: Crime and community context. *American Journal of Community Psychology*, 18, 83-115. Chipuer, H. M., & Pretty, G. M. H. (1999). A review of the Sense of Community Index: Current uses, factor structure, reliability, and further development. *Journal of Community Psychology*, 27(6), 643-658. Long, D.A., & Perkins, D.D. (2003). Confirmatory Factor Analysis of the Sense of Community Index and Development of a Brief SCI. *Journal of Community Psychology*, 31, 279-296

<sup>38</sup> Stine Finne Jakobsen, "Safer Cities: A Study of Local Government's Good Practices in Violence Prevention;" Rehabilitation and Research Centre for Torture Victims; 2012.



confidential information. But the greatest mistake in any effort to increase community safety and well-being is excluding from that process the very people whose marginalization has created the conditions that make everyone feel unsafe in the first place.

That is where the word “mobilization” comes in. Our efforts at increasing community safety and well-being through community building have to motivate and support people who are currently immobilized by poverty, addictions, parenting pressures, mental illness, fear, and diverse other conditions, to engage with our support in doing things that will improve their situations and better equip them to deal with life’s challenges -- together. We have to rekindle social networks; increase social capital; and build the bridges needed for all to be and feel like they are members of our communities.

### **Buildings, Budgets and Executive Directors**

To the extent that we institutionalize the community safety planning process, we will perpetuate the very conditions of exclusion which create the problems we are trying to solve. That is how we got into trouble with our vertical silos in the first place. Buildings, budgets and executive directors are all about power: the power to make important decisions; the power to acquire resources; the power to get other people to do something; the power to decide whether what is done is adequate, appropriate and acceptable. Marginalization is all about not having the power necessary to make good life decisions. By definition, if some people have the power, others do not! That power differential has to change.

Of course community building will require investment of scarce public resources. But with the resources has to go the power to decide how they are spent. The potential of social capital in marginalized populations is in their discretion to decide what needs to be done; their capacity to acquire the resources to do it; their team work in implementation; and their celebration of achievements that result. Our job is to mobilize and support them in that enterprise. That is social investment at its best.

Community is our goal. Social cohesion is the tool. Mobilization is the tactic. Safety and well-being will result. That is what the criminologist Professor Lawrence Sherman meant when he said that in order to prevent crime we may have to “...reshape community life....”<sup>39</sup>

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<sup>39</sup> Lawrence Sherman, *et al.*, “Crime Prevention: What Works, What Doesn’t, and What’s Promising;” report to the US Library of Congress and the National Institute of Justice; University of Maryland: 1998.

# IX. Outcomes ...

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## Freedom from fear ... freedom from want.

The Human Security Goals of the United Nations Development Program (1994)

*“You can speak of me as a person with mental illness, as a patient or as an offender, as a consumer of mental health services, or as a person with lived experience ... I will tell you what I am ... I am a system survivor<sup>40</sup>”*

*An Unnamed Delegate to the CACP-MHCC Conference in Toronto 2014*

### **One Glass, Half Full**

When we approach our subject from the viewpoint of risk factors, there is some danger of adopting a several-glasses-half-empty perspective. Individuals, families and neighbourhoods that experience compounding risk factors are typically unable to realize their full potential and are often blocked from assuming their rightful place amid the standard of living enjoyed by most Canadians. Our system has been designed to address those barriers and limitations through a wide and disparate array of human and community service specialties, all of them competing for resources, and each of them approaching the challenge in its own way. But, collaborative approaches also permit us the opportunity to look at these same issues as a single glass, half full of the promise that life in Ontario has to offer.

Viewed from this perspective, the challenge is for all sectors together to envision and deliver the characteristics of both home and community that we are hoping to restore to those who have somehow become disadvantaged, disaffected, or both.

### **Shared Outcomes on Four Levels**

By collaborating across these multiple specialties, we stand to gain much more leverage as we work together to bring about these vital features for the benefit of more of our citizens. We can return people and families to healthier and pro-social paths. We can improve the responsiveness of our supports for those who need them most. We can change the course of neighbourhoods and communities by helping to mobilize their assets and by removing the conditions that impair their capacities to achieve, and contribute to, community well-being. We can do all of these things in ways that make lasting economic sense.

### **Lives Saved, Pathways Restored**

The first level of outcomes is achieved every time we are able to intervene collectively and better and more accurately connect people and families to the services and supports they require the most. Here, we literally have the ability to save some lives. We can spare some from the trauma of victimization and others from the dead-end of criminalization and incarceration. We can restore broken care paths that can lead many others to recovery and well-being. We have the ability to track these interventions and monitor their impacts over time. In turn, we can mine this information for patterns that can guide future planning and improve our abilities to recognize and respond to accumulating risks before they become harmful incidents.

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<sup>40</sup> Anonymous (2014). Comments from the floor of Balancing Individual Safety, Community Safety and Quality of Life: A conference to improve interactions with persons with mental illness. Canadian Association of Chiefs of Police and the Mental Health Commission of Canada. March 24-26, Toronto.



### **A Better Mousetrap**

The second set of outcomes relates to repairing the gaps and disconnections that have crept into our systems through the years. As we gain increasing comfort with collaboration and continue to learn from our resulting successes, we will see all of the elements of our system in new and more objective ways, and opportunities will emerge for re-engineering the machinery of public service.

### **Sustainable Social Development**

By following the framework for community safety planning, we will also produce lasting outcomes in the very fabric our communities. As we work to decrease the prominence of the state, both in its welfarism and its enforcement modes, we will restore higher degrees of connectedness, social equity and safety. These things cannot be accurately measured by single indicators such as crime rates, victimization rates, emergency room admissions, child apprehensions, or school drop-out rates. To be meaningful, sustainable changes in community must be measured on all of those things taken together, and overlaid against corresponding positive indicators of economic participation, equity, social well-being and cohesion, health and prosperity.

### **The Economics of Safety and Well-being**

Measuring and tracking all of these outcomes must be an important and ongoing part of the plan. Finally, just as important will be the development and application of new economic callipers capable of demonstrating return on investment in the form of net savings across the system, on the one hand, and the true value of positive social impacts on the other. Additional challenges will await us in this regard. When savings are realized, how will the associated public dollars be re-invested? If it is determined that investments made in one part of the system, or at one level of public service, yield substantially more return than those invested elsewhere, how will budget envelopes be reallocated?

Ultimately, as effective as all of our sectors already may be at tracking the inputs and outputs that are specific to their trade, collaborative, risk-driven approaches to community safety and well-being will drive a renewed and collective focus on the outcomes that unite us into a single system under a common purpose. We can change the conversation from one of competing positions to one of shared interests. That is the difference between several glasses half empty, and one glass half full. It is here that we can grasp the superordinate goals that will see us through the inevitable trials of collaboration.