

OPS COMMUNITY POLICING FORUM

Building Trust Together

May 13, 2019, Ottawa

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1. Event Overview

The Ottawa Police Service hosted the *Community Policing Forum: Building Trust Together* on May 13, 2019. The aim of the event was to gather input from the community in order to improve the service's community policing model and inform the development of new Neighbourhood Policing Teams.

The day-long event at St. Elias Centre drew over 100 participants, of which 30 percent were members of the Ottawa Police Service (OPS). Other participants included representatives of community associations and service organizations, advocacy groups, OPS board members, city councilors, students and members of public.

Community Policing is the process by which police and other community members partner to improve community wellbeing, safety and security through joint problem identification, analysis, response, and evaluation. Although community policing has long been a guiding model for the Ottawa Police, how it has been put into action has shifted in recent years. Participants heard from police officers who shared their frontline experience and community policing perspectives, as well as from community members who offered academic and grassroots perspectives on the application of community policing approaches.

Police officers explained the newly developed Integrated Community Policing Strategy, and discussed how this strategy aligns with the Ontario Mobilization & Engagement Model of Community Policing. They noted that while there are multiple components of community policing, frontline community police officers are the most visible and integral to community engagement. Success requires this community engagement, which can be fostered through positive and respectful communication. It is also important to build awareness within communities about the need for both 'soft and hard' policing and for joint approaches to complex social problems. Police emphasized that they need community input to help identify priority issues, as well as community buy-in to develop effective responses.

Community members who addressed the participants shared perspectives gained through academic research, frontline advocacy, and community security work. There was discussion about differences between the standard policing model, which is reactive and incident driven, and the community policing model, which is proactive and intelligence driven. Community policing involves the development of partnerships and a focus on problem-solving. Implementation of community policing models can produce multiple benefits, such as increased cooperation and communication, but it also comes with some risks, such as perceptions by marginalized groups of targeting and the conflation of social problems into 'police problems'. Effective community policing requires strength in 'soft skills', such as conflict de-escalation, positive engagement, and approachability.

Several interactive group activities, involving purposeful play with Lego and guided conversations, provided opportunities for participants to explore what community policing looks like, and how it can be improved. Participants had many ideas about how to make community policing more effective in Ottawa, and how to address some of the current challenges. Their recommendations can be grouped in four key themes:

- **Build partnerships and bridges:** Meaningful, intentional connections need to be developed and strengthened between police and residents. For example, "Put police back into the communities with a permanent presence – both physical and through patrols."
- **Be visibly and actively engaged:** Communities appreciate police participation in events, and positive engagement with children and residents. They want to see *more* community police officers, and officers who are active and engaged. "Get out of the car."
- **Foster mutual trust:** Trust is fostered when police are known to residents, when they listen to concerns in the community. "Have community interactions count as stats and give value for community policing and community engagement."

- **Acknowledge underlying challenges:** It is necessary to address the root causes of challenges in the community, such as racism and inequality. “Be able to fully understand all the concerns and issues of our diverse community.”

Participants repeatedly expressed their desire to see community policing strengthened in Ottawa. Recommendations called for increased community police presence, resources, and visibility in communities. But participants also urged police to shift their focus toward positive, pro-active engagement with residents. With the exception of concerns expressed about the need for OPS to address perceptions of racial-targeting and bias, there was general agreement that communities which have Community Police Officers appreciate and value these officers. There seemed to be widespread recognition that improving community policing in Ottawa requires investment not just from individual officers and community members, but from management and leadership within the Service, as well as from municipalities in terms of resource allocation.

This report provides a summary of the key themes which emerged regarding best practices and goals for community policing in Ottawa. The first part of the report identifies key themes from the forum presenters: police officers and community partners. The second part identifies ideas and recommendations that were developed through group activities and conversations, including top ideas for moving forward toward a more effective model of community policing. The report ends with a summary of participants' recommendations, more detailed accounts of which can be found in the appendices.

2. Forum Presentations: Policing & Community Perspectives

2.1 Police perspectives

Several presentations were delivered by members of the Ottawa Police Service (OPS) during the forum; these included an opening address by Interim Ottawa Police Chief Steve Bell, and presentations from Constable Darren Joseph, and Inspectors Carl Cartright, and Ken Bryden. The officers discussed the **Integrated Community Policing Strategy and Framework** and provided examples from the frontlines of community engagement.

OPS has tried to embed best practices and formalize communication networks in the development of a new integrated community policing strategy. Chief Bell acknowledged that while changes to the service delivery model have brought some improvements, there have also been concerns. He referenced the shift in 2017 which saw approximately 60 Neighbourhood officers (NHO's) reassigned to frontline patrol jobs, and the reduction of full-time community police officers from 15 to 10.

Community policing is a collaborative effort between the police and the community that identifies problems of crime and disorder and involves all elements of the community in the search for solutions to these problems. It is founded on close, mutually beneficial ties between police and community members, and requires shared responsibility for addressing complex social problems. Community policing differs from standard policing in that it is a more effective way to address on-going problems, it emphasizes crime prevention, and it requires active community involvement. Trust is at 'the heart' of community policing. Thus, in order for this approach to work, there needs to be communication, cooperation, coordination, collaboration, and change

The integrated community policing strategy for OPS is aligned with the **Ontario Mobilization & Engagement Model of Community Policing** (see Appendix A). This is a model through which police and other community members partner to improve community well-being, safety and security through joint problem identification, analysis, response and evaluation. Drawing from this model, the OPS developed the Community Safety Services, which joins the Community Policing Section to Youth, Crime Prevention, the Mental Health Unit, and School Resource Officers (SROs).

The **OPS Integrated Community Policing Strategy** (see Appendix B) aims to focus on the integration and alignment of the various policing strategies, processes, and tools in order to achieve organizational focus, efficiencies, and effectiveness. Components of community policing in Ottawa include:

- Frontline Officers / Community Police Officers (CPOs)
- Crime Data Analysts
- Prevention and Intervention of Violence in Ottawa (PIVOT)
- Bikes and Beats
- Neighbourhood based policing teams – City Wide Response
- Summer Bike Deployment (SRO / CPO)
- Other resources: Traffic, Marine Dive Trail (MDT), Street Crime

The first of these components, Community Police Officers, is that which is most visible to the public. OPS recognize that the public would like to see more Community Police Officers, and to have these officers actively and visibly engaged in communities.

The Community Policing Strategy will be accomplished by embedding the following practices and approaches:

- **Access:** community members need access to OPS leaders, officer, programs and information through various channels and forums

- **Influence:** communities must contribute to the identification of safety priorities and issues, and to the strategies implemented to build safer communities
- **Action:** communities require action and support to address safety and security issues
- **Accountability:** OPS needs to demonstrate accountability and transparency by communicating key results and outcomes relating to community-based actions and initiatives

OPS recognizes that community policing requires a shared mentality, cooperation, and mutual respect. There is also a need to communicate with the community and build awareness of the need for both 'soft and hard' policing techniques, and to work collaboratively to find a balance between these approaches. Community policing also requires the sharing of information, both within the police service and between police and community groups. It is important for everyone to understand where others are going and what their priorities are. Police need community input to identify the key individuals and organizations with whom they should foster partnerships.

Internally, OPS must develop a diverse and inclusive workforce that recognizes and rewards community engagement. This could include providing Problem Oriented Policing (POP) training to frontline officers and implementing community strategies throughout management ranks in order to strengthen processes and structure.

"Community policing is only successful if community members say yes, that's what we want, yes, that's where we want to go," Chief Bell said. He indicated the community engagement is vital to help police identify key partners and priority issues. "We need to get community input and consultation to make sure we are delivering what you need to see."

On the frontlines of community policing

Constable Darren Joseph shared his insights into community relationships that he has gained through 14 years of service with OPS, as well as 13 years as an athlete in the Canadian Football League (CFL). He noted that when he joined the Service, he thought his job was to 'arrest the bad guys', but soon discovered it had a lot in common with the team- and community-building work he had done with the CFL. He found himself doing "less arresting and more talking", especially after becoming a School Resource Officer (SRO).

In fostering community connections, Constable Joseph said he draws not only from his professional experience, but also personal experiences of seeing his immigrant mother struggle to make the most from her humble beginnings, and his time spent in foster homes in the Carlington neighbourhood, a neighborhood in which he will soon be working as a Community Police Officer. As a police officer, he noted that "if you're not thinking about community from the start, you're in the wrong job"

Inspector Carl Cartright, a police officer with 25 years in the force, also said his perspective is informed by his experiences and an immigrant Canadian. He said that he has never seen community policing as an 'us vs. them' situation, but believes that there is an on-going need to build relationships and that the service must reflect the needs of the communities it serves.

Cartright echoed what was expressed repeatedly during the forum, namely "we cannot arrest ourselves out of problems". Police officers need to ask themselves, "how many lives have you impacted today?" Positive impact is not measured in arrests and guns seized, but in relationships built within the community. An emphasis on positive impacts needs to permeate through the Service to ensure new officers are appropriately trained, and positive efforts are internally recognized. Measures of success for police should include efforts made to improve community safety and well-being, evidenced through community members voicing perceptions of increased safety.

"Enforcement will keep happening," Cartright said, "but at the end of the day, it is looking at how we are impacting communities."

2.2 Community perspectives

Three speakers offered community perspectives during the forum: Dr. Melanie Bania provided an academic and research-based perspective on community policing; Tyler Boyce voiced a perspective from community development and local advocacy groups; and Nathan Hoedeman illustrated how Ottawa Community Housing's Community Safety Services implements community policing practices.

Dr. Bania began by defining the standard policing model, which is reactive and incident driven; examples include patrolling streets, answering calls, responding to crime and disorder that have occurred and/or that are occurring. In contrast, community policing is proactive and intelligence driven. It involves the development of community partnerships, a focus on problem-solving (identifying underlying issues and developing effective responses) and the implementation of organizational features that support community policing philosophy. It is important to recognize that both standard and community policing approaches are required.

The first foundational piece in developing community policing is partnerships. Partnerships require building relationships with and between residents, as well as working with other government agencies, not-for-profits/social service agencies, private businesses and Business Improvement Agencies (BIAs), and the media.

The Community Police Problem Solving Approach can be summarized with the acronym SARA:

- **S: Scanning:** identifying and prioritizing problems
- **A: Analysis:** researching what is known about the problem
- **R: Response:** developing solutions to bring about lasting reductions in the number of problems.
- **A: Assessment:** evaluating the success of the responses; monitoring after the fact; revisiting. Using the crime triangle to focus on immediate conditions (victim/offender/location)

Organizational change within police services is often the most challenging part of implementing community policing. Organizations must therefore address:

- **Agency management:** climate and culture, leadership, labor relations, decision making, strategic planning, policies, organizational evaluations, transparency
- **Organizational Structure:** geographic assignment of officers, de-specialization, resources and finances. The ways in which officers are deployed plays an important role in efficiency but also in building relationships of trust with the community
- **Personnel:** recruitment, hiring, and selection; personnel supervision/evaluations, training. Who is being recruited, and how? Are officers representative of the community (race, gender, sexuality, background)? Do they know how to de-escalate conflict?
- **Information Systems (Technology):** communication, access to data, quality and accuracy of data. Do police officers have the tools they need?

Effectively implementing community policing models provides for multiple benefits, but also comes with some risks. Benefits include increased trust by the community toward officers who have consistent geographic assignments; positive relationships between police and community members; increased shared understanding of the nature and scope of issues facing communities, and increased ability to manage these issues; and the establishment of more sustainable responses.

Risks and challenges include perception among residents that they are being used for information rather than treated as partners in identifying and solving problems; certain groups may be profiled and targeted, such as racialized youth in marginalized neighbourhoods, which can foster 'us vs. them' mentalities' and lead to poorer outcomes from these groups. Other challenges include addressing the climate and culture of policing which is focused on traditional standard ways of operating; decentralizing decision-making; and implementing community policing approaches to training. As such, the ways in which police approach and engage with marginalized groups has to be careful and well thought-out.

Dr. Bania made some recommendations for police if they committed to fulfilling the promises of community policing. These include:

- Purposeful recruitment, hiring, and retention, including diversity and representation
- Regular training on community policing approach (academy, field and in-service)
- Performance management / appraisal / reward: holding officers accountable not just to goals of enforcement (such as arrests, response times, tickets issued, etc.) but also to goals of community (relationships built, problem analyses conducted, responses tried, resident satisfaction)
- Embedding community policing approach and objectives agency-wide, not just in specific roles/ units/ officers. Everyone in the service needs to see themselves a part of community policing.

Tyler Boyce also made several recommendations to police, particularly focusing on engagement in conversations about race and racism. He noted that among Black communities, trust in police officers is low. He indicated that the 2016 death of Mr. Abdirahman Abdi had a negative impact on community and police relations. The issue of racism and racial profiling is still of concern for Black communities and there is a general perception of racial targeting. He also identified the 'us/them' dynamic that persists between communities and police, and argued that police need to recognize how they are perceived, work to engage appropriately. "Racism exists in our society," he said. "When we don't talk about things, they become more sinister and more powerful."

Other recommendations which Boyce expressed included ensuring that measures are put in place so that the most marginalized communities are listened to and not criminalized; training police in de-escalate conflict; ensure measures of accountability are built into community policing strategies. Community policing is not equipped to deal with social problems like cost of living, socio-economic inequality, access to education, prison policies, and homelessness; thus, there needs to be awareness of ways in which "social problems become police problems" and collaborative efforts made to find more holistic approaches.

Nathan Hoedeman provided some examples of holistic, wrap-around approaches to social problems that have been developed by Community Safety Services at Ottawa Community Housing. Community Safety Workers (CSWs) are licensed security guards that have extensive knowledge of their communities. They are trained in conflict resolution, crisis intervention, First Aid, and mental health/addictions awareness. Although they work closely with the police, they use arrest as a last resort.

Ottawa Community Housing has 32,000 tenants and 15,000 units. The population served is diverse, vulnerable, and complex. Providing security services has required fostering relationships of trust. While CSWs are mobilized to respond to security issues, they also take the time to attend community events, listen to tenant concerns, and get tenants involved in finding solutions. This approach has yielded success in multiple ways, such as tenants reporting increased levels of trust, engagement and satisfaction; joint problem solving; sustainable solutions; and increased rates of successful tenancies.

Effective community policing requires strength in 'soft skills', such as being approachable and engaged. CSWs also find their work rewarding, since it can be discouraging to be involved only in reactive interventions. By developing avenues for communication, CSWs find out about problems before they escalate and can intervene proactively.

"There are two major determinants of community safety," said Hoedeman, "One is how many neighbours we know by name. The other is how often we are present and interact with the public outside our houses. Law enforcement is a minor protection compared to these two community actions."

3. Participant Input & Recommendations

Participants had many ideas about how to improve community policing, and how to address some of the current challenges. Their input and recommendations can be grouped in four inter-related key themes: build partnerships and bridges; be visibly and actively engaged; foster mutual trust; acknowledge underlying challenges.

3.1 Build partnerships and bridges

Participants repeatedly stressed that meaningful, intentional connections need to be developed and strengthened between police and residents. The metaphor of a 'bridge' was repeated several times. For example, during the activity in which participants built 'community policing' models from Lego, several noted how their design include elements of bridges and connections. One group joined individual towers with bridges and indicated how this was a metaphor for linking individuals and issues. In building their bridges, they noted that "sometimes we had to discard some things, bring in new pieces, develop flexibility." Other comments about group Lego models included:

- Build bridges and break down walls – we have to include everyone, especially those who may have been excluded in the past.
- Develop multi-sector collaborations; connect to all partners. Work with landlords and property owners to be part of revitalization.
- Build inclusive communities through awareness and education.
- Foster community involvement and engagement at every level.
- Actively seek more involvement with the community; look for new people, new ideas, new ways of doing things.

Participants also completed response sheets upon which they recorded their reflections on what community policing 'looks like'. These responses contained multiple reflections on the nature of community, bridge-building, and collaboration, with emphasis on phrases such as engagement, familiarity, inclusion, and respect (see Appendix C for more detailed breakdown of participant responses).

During discussion about what is 'working well' in community policing, some participants noted that police have developed good partnerships and are engaging with community, building relationships. Participants also noted that Community Police Officers connect residents to resources, and provide support in various ways. Participants who currently have CPOs in their community reported that these officers are valued and effective.

However, in the discussion about what is not working, some participants expressed concerns that the police are failing to build some necessary partnerships. One participant commented that communities have provided feedback repeatedly over the years, but do not see their concerns being addressed. This participant also expressed concern that some of the people who most need to be in the room were not being involved.

When discussion turned to recommendations, there was a call for police to be more intentional in making partnerships. Think ahead, look for opportunities and groups you haven't talked to, participants urged. There was also a call for police to better equip officers before they are sent to a community. Frontline officers should be briefed about the community they are sent to, such as its racial and socio-economic composition. Community Police Officers should also reach out to community associations and be actively in developing partnerships. One repeated observation was that police can't 'arrest your way out of problems'. There is a need to get to the root of what is going on, which involves working with partners.

3.2 Be visibly and actively engaged – 'proactive policing'

Forum presentations and group conversations included discussions about the differences between 'reactive' and 'proactive' policing. Participants emphasized the importance of the latter, and indicated that police should strive to be a positive presence in the community, and should try to address problems at the early stages. Suggestions included having police attend community events and walk around the

community. Communities appreciate positive engagement. There were repeated calls for officers to 'get out of the car' and interact positively with residents, even simply through conversation. Community members saw face to face engagement as opportunities for police to seem 'more human' and 'empathetic'.

Comments included

- Get back to basics: police officers playing with children; everyone knows everyone; everyone is aware of what is going on.
- Create conversation; talk to kids, youth, shop owners, etc.
- Get out and engage. Several groups noted that they want to see more visible, accessible and approachable officers on patrol, especially on foot and/or bikes. It was also noted that police officers should attend BBQs and events, play sports with kids, etc.
- Community members should share information with police about recent trends or needs in the community. Actively support community policing – ask police what they are learning from their partners and what could help them further. Work collectively and collaboratively.

When discussion turned to what is working well, several participants noted that police are seen as being more flexible and proactive, especially within communities where there is an appointed Community Police Officer. Additional comments included:

- Police participation at community events is very appreciated.
- There are positive examples of proactive, community policing such as MERIT and the Bank Street initiative.
- Communities with a Community Police Officer feel there is knowledge gained by both police and community; officers become like a neighbour, part of the family
- Community police are solving community issues such as neighbour disputes and problem addresses

Comments about what is not working, and recommendations for what could improve, emphasized that community officers were stretched thin by large and diverse catchment areas, and by lack of resources.

- Catchment areas are too big for CPOs. They do not have the time they need.
- New reporting system is not working well – people are reporting less because it is too difficult and time consuming.
- Have a dedicated time for officers where they are not expected to respond to calls – where they can be in the community and not necessarily in uniform.

3.3 Foster mutual trust

Trust is fostered when police are known to residents, when they listen to concerns in the community. There was a recognition that both communities and police need to be active in building trusting relationships, which will require meaningful communication, and the sharing of information. Following the Lego activity, 'trust' and 'community' were the words most frequently included in response sheets. Additional comments included:

- Be compassionate
- Foster environments of mutual respect
- Develop shared goals – both short and long-term.
- Build in processes for feedback, conversation, and analysis
- Share positive stories
- Be aware of language used to talk about things, such as using terms like 'problem addresses'

Comments following the question about what is working well included:

- Willingness of police officers to go the extra mile to make us happy and feel secure; police are appreciated by the community
- Officers are accessible in neighbourhoods; it's good to walk down the street and see officers
- Police show a lot of empathy
- Having a 5-year tenure is good – communities become attached to the officer and there is trust; including female officers is also good as they are well-received in the community.

Participants expressed recognition that there is a need for the community to engage with police and share information with them as well. While the emphasis of the forum was on how police could improve relationships with the community, several participants noted that relationships are reciprocal. For example, on a response sheet about how to improve community policing, one participant wrote: "I need to know my neighbours; know who is my community officer; report incidents, even by email, so police are aware." There was also a call for service and community agency to not 'operate in silos' but collaborate with police to identify needs within the community.

3.4 Acknowledge underlying challenges

While much of the conversation focused on what is going well with community policing and on suggestions for positive growth, there were several times during the forum at which concerns were expressed about underlying challenges such as racism and inequality. There were ardent pleas for the police to acknowledge their own short-comings or failures, as well as to have frank conversations about citizen experiences of racism, discrimination, and marginalization.

- Recognize that developing relationships is not a simple straight line, and that there is not always a clear right or wrong.
- Be intentional about fostering diversity and about knowing who to partner with
- Address challenges to accessibility and inclusivity; be aware of barriers and challenges
- Recognize that needs are different within different communities

The willingness of police to listen to concerns about discrimination were praised by several participants, one who described the listening as 'signs of hope'. One participant said that the same bravery and courage required to wear the badge is being translated into willingness to hear the uncomfortable things. Discomfort can prepare for growth and positive change.

When discussion turned to what is not working with community policing, there was recognition that police are not the solution for everything, which points back to the need to develop partnerships and connect residents to other resources. Participants also suggested the police need to recognize that when it comes to trust, in some communities they are 'starting at zero'. Trust will need to be built at street level. One participant noted that trust differs from confidence - confidence is knowing someone will come if I call 911; trust is knowing that the person who comes will be concerned about that individual's well-being.

- Perceptions of police are not good among minority groups and youth.
- Root issues are at core of police vs community. 'Police are there to put us down and control us.' Until that is resolved, policing is not going to work. Us vs them mentality has to go away if we are truly going to work together.
- Racism exists within society and communities, and police have the opportunity to address these issues. Police carry a lot of responsibility and power in their roles – need to step up, be better and own the weaknesses
- There are biases in the community that are being knocked down as well, accusations of racism are hurtful to officers who are striving to foster connections and partnerships. Community members also have responsibilities in developing trust

4. Final Remarks & Recommendations

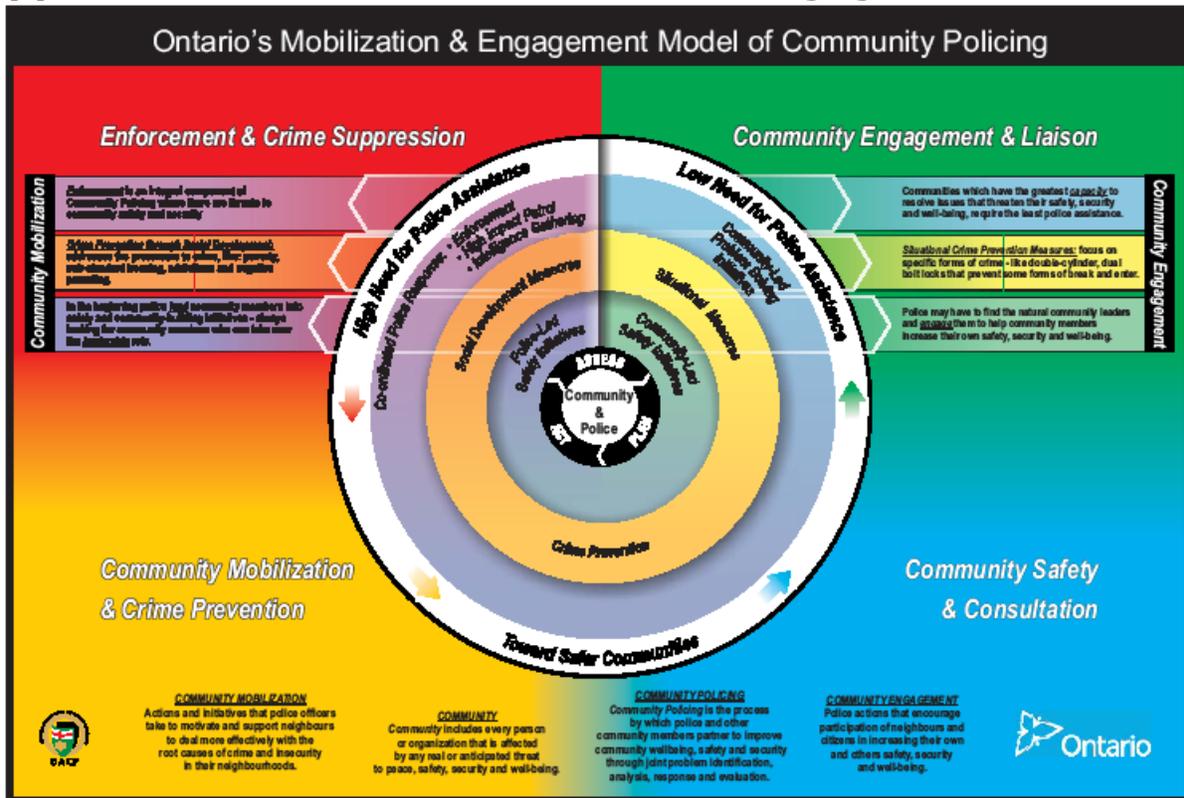
The community forum ended with an invitation to participants to reflect on the day's conversations, and to imagine how community policing could be better. In an exercise called '10x bolder', Facilitator Lise Clement challenged everyone: "If we as a community, a collective, no us and them, were 10 times bolder, if we were willing to do the right things for the right reasons, what would we do?" She asked everyone to write down their idea for making community policing better. Cards with individual responses were then circulated around the room so participants could rate each other's ideas (Appendix D lists the most highly-rated ideas).

Ideas about what could make policing better clearly expressed their desire to see community policing strengthened in Ottawa. Multiple recommendations called for increased community police presence, resources, and visibility in communities. For example, the most highly-rated idea was a call to "Put police back into the communities with a permanent presence – both physical and through patrols." Additionally, another popular idea suggested that police should "place 'enforcement' policing below 'community' and 'proactive' policing in [increased] importance."

Participants also consistently urged police to focus their attention toward positive, proactive engagement with residents, but there was recognition that this required systemic changes within police service in terms of promotions and incentives. For example, a popular recommendation called for police to "have community interactions count as stats and give it value. Have a better performance review process (PRPs) that would value more community policing and community engagement of officers."

The recommendations submitted by participants reflect shared understanding that improving community policing requires broad-based support, and that community policing can be positive and effective only when adequately resourced. In one of the feedback comments, a participant noted that their CPO was "exceptional. He has met residents on an individual basis to support and inform them. He has demonstrated empathy and support when meeting residents in a group setting. He is a constructive and positive member of [our community]." This illustrates the widespread sentiment that community policing can work and CPOs are highly valued. OPS is encouraged to continue to invest in community policing, and continue to strengthen relationships with Ottawa residents.

Appendix A – Ontario Mobilization & Engagement Model



Partnering For A Safe Community!

Ontario's Mobilization & Engagement Model of Community Policing

Enforcement & Crime Suppression

Generally, people are less safe and secure where police respond most often. Therefore crime management is the first priority for all active community policing. Front-line officers need to consider such tactics as:

- Analyzing crime
- Targeting enforcement
- Monitoring crime reduction
- Initiating problem-solving

Only after crime is reduced can police start effective mobilization and prevention strategies.

Community Mobilization & Crime Prevention

Personal, social and economic wellbeing are the cornerstones of a safe and secure community. Where any of these are deficient, people are more vulnerable to crime, anti-social behaviour and victimization. There, we need police to consider such tactics as:

- Mobilizing community partners
- Problem-oriented policing
- Monitoring crime prevention

Crime prevention through social development will reduce the demand for police assistance.

Community Engagement & Liaison

In the safest neighbourhoods people can overlook potential threats to safety and security. Here it's a good idea for police to use such tactics as:

- Liaising with neighbourhoods and groups
- Public education on risks and prevention
- Monitoring special, at-risk groups
- Partnering in early intervention

Situational crime prevention measures work best in these neighbourhoods because people have the time, resources and abilities to implement them.

Community Safety & Consultation

Where people are relatively safe and police are rarely called for assistance, people usually have the skills and abilities to keep it that way. Therefore police are rarely required to do much more than point out potential risks to community security and encourage community people to deal with them. Police can consider such tactics as:

- Engaging community leaders
- Consulting with community groups
- Monitoring hazards

Community safety is everyone's business.

Community Policing

Past models depicted community policing as a philosophy for the way officers do policing. The model emphasizes roles, responsibilities and philosophies for non-police community members as well. The result is a dynamic, graphical representation of community policing in a variety of neighbourhoods ranging from very safe, ordered areas where police rarely respond, to places that police visit many times a day after public calls for assistance. The goal of community policing is for communities to move toward ever safer and more secure conditions - and when they get there, stay that way.

Crime Prevention That Works

Ontario's Police Services Act says that crime prevention is the first duty of police services. This community policing model distinguishes between relatively safe neighbourhoods where situational crime prevention measures like target hardening and community watch strategies work; and areas where broader social problems make such measures impracticable. The model emphasizes crime prevention through social development in areas where police are most often called for assistance. It guides all community partners to select crime prevention strategies that work.

Building On The Past

The 1970s-80s saw community policing interpreted as improved police relations. The '90s added strategies for consulting with community people on police priorities. Today's model stresses non-police community members partnering with police in making, and keeping their neighbourhoods safe and secure. It highlights police tactics for stimulating and supporting community members to do this. Such tactics require police services to add skills and capabilities, and reconsider how they organize and operate. Today's vision requires that police become better partners with community members.

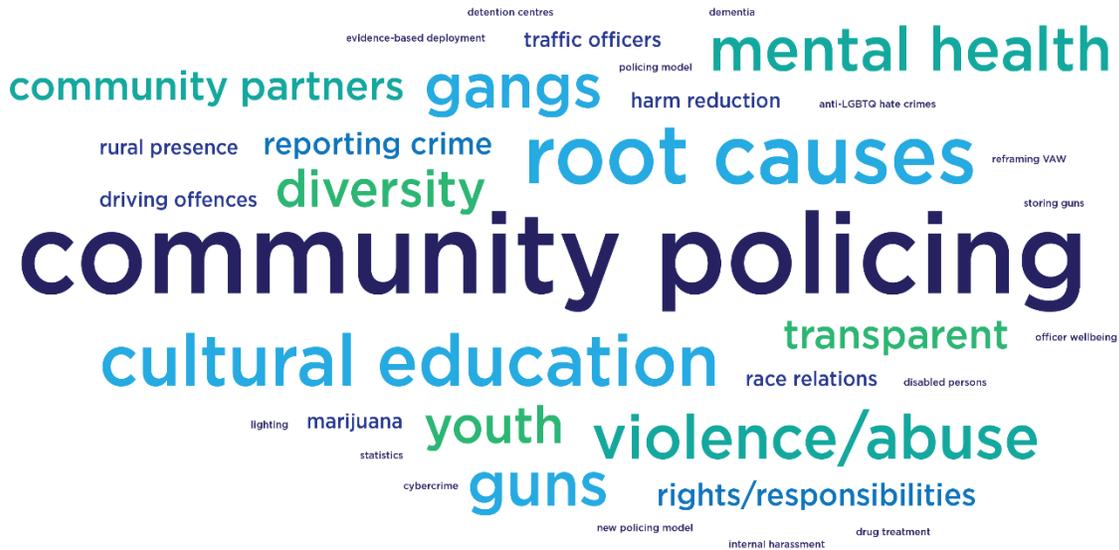
A Continuum Of Service

Community policing refers to a continuum of police services in all communities - a range of tactics and strategies to help the community live and remain well, safe and secure. What officers do depends upon the particular situation in which they find themselves. Sir Robert Peel's "... the police are the people and the people are the police..." reflects that police and all community members share responsibility for community policing. Particular roles vary. But ensuring everyone's safety, security and well-being requires everyone's continued efforts.

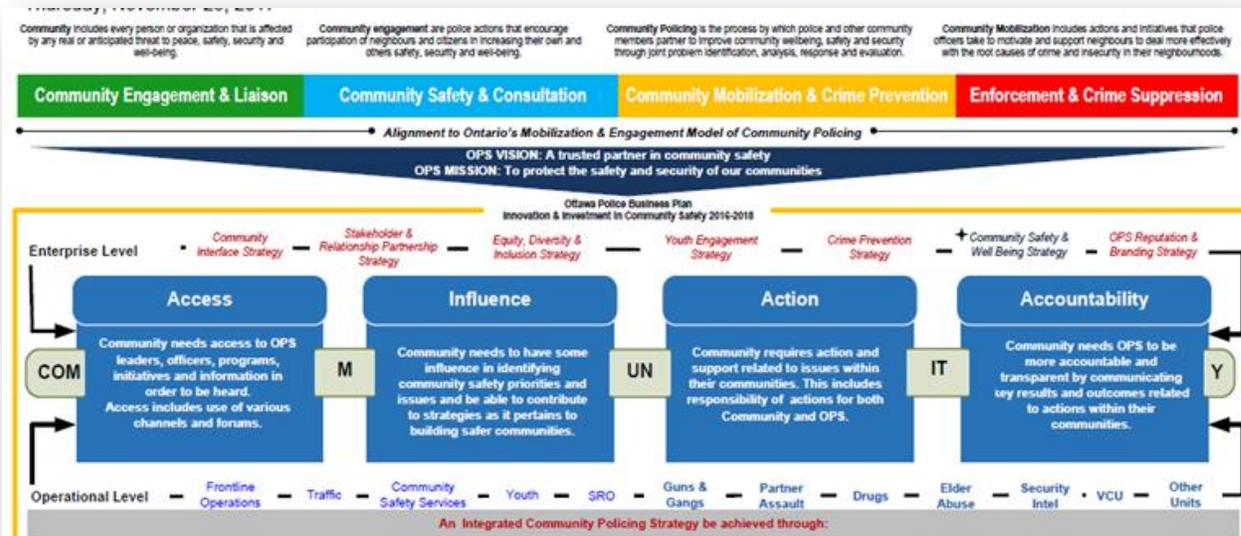
Partnering For A Safe Community!

Appendix B – OPS Integrated Community Policing Strategy Draft

In July 2018, participants in several Strategic Planning Consultations contributed their ideas on what the top strategic priorities should be for OPSB/OPS. The following word cloud was generated by their responses:



Drawing upon community feedback, OPS developed a draft Integrated Community Policing Strategy:



Appendix C – What does community policing look like?

This feedback was a clear indication that community policing is a top priority for the community. Recognizing that, the forum participants were invited to sit at round tables in groups of at least 6 people, with a mix of OPS and community members. Each table had a small bin of Lego, and participants were given 30 minutes to build a model of what community policing looks like. This was followed by a discussion about the characteristics of community policing. Each table also recorded their responses to the question: **What does community policing look like to you?**

The following bullet points reflect responses gathered from 46 response sheets. Responses have been roughly grouped thematically and arranged to reflect the frequency with which they were noted. Numbers are also used to indicate frequency, such that 'Relationships x 8' indicates that 'relationships' was noted on 8 response sheets.

Community x 2

- Meeting people x 3
- Community engagement x 2
- Grassroots
- Knowledge of community trends and characteristics
- Everyone knows your name
- Meeting community where they are at
- Officer knows community and community knows officer
- Familiarity with people in jurisdiction
- A complex service provided for the community
- Reflective of community x 2
- More eyes in the community to report and deal with community issues
- Community + police / coming together
- Relation between police and community
- Being familiar with the community and its members
- Focused on community issues
- Stakeholder participation
- Interacting with the community
- Recognizes individual and unique needs
- Support people be part of community
- Police officer to meet the needs of the community
- Police listening to communities
- Police know everybody in the neighbourhood
- Healthy vibrant community
- Urban Centre
- Interaction with residents
- Working with community members, community priorities for a safe community
- Environment / green space / nature and wellness

Relationships x 8

- Relationship building x 3
 - Genuine, honest relationships building
- Reciprocal relationships x 3
- Long-term relationships x 2
- Connection x 4
 - Inter-connected
- Inclusive x 4
- Partnerships x 2
 - True partnership
 - Partnership in action
 - Community partnerships
 - Community wealth in partnership
- Lavishly loving and serving each other

Collaborative x 3

- Together
 - Working together x 3
 - Building plans together x 2
 - Participating together
 - Celebrate together
 - Coming together
 - Cleaning up together
 - Serving together
- Interactive x 4
- Joint effort
- Recognize all roles
- Each bring their own strengths
- Integrated roles and perspectives
- Collaborative roles for everyone
- Cooperation
- Shared responsibility – joint work
- Working towards a common goal x 4
- Common ground x 2
- Complex – connected systems
- Engaged

Visible x 11

- Accessible x 4
- Approachable x 3
- Presence x 2
- Familiar
- Available
- Active
- Officers go to community events
- Beat officers patrolling
 - Walking around x 2
 - Foot patrols
 - Bikes Patrol

Trust x 12

- Consistent x 3
- Strong level of confidence
- Compassionate
- Reliable x 2

Communication x 4

- Educating x 3
- Transparency x 3
 - Open communication x 2
- Stories x 2
- Common language and understanding
- Sharing information, resources and data
 - Sharing needs
- Listening x 2
- Understanding x 2
- Liaison x 2
- Discussion
- Learning
- Equally heard voices
- Outreach
- Awareness
- Feedback
- Advocacy in policing
- Be aware of language used to talk about things like 'problem housing'

Building bridges x 2

- Bridging people through understanding
- Inclusion
- Bridge – trust – action – change
- Connecting the dots
- Bridging across communities
- Bridges – Agencies, stakeholders – joined tables
- Opportunities

Effective x 2

- Manageable and attainable goals x 2
- Resourced to make decisions
- Constant and consistent point of contact
- Knowledgeable about best practices
- Critical reflexivity
- Identify and manage risks
 - Identifying issues and working together to find solutions
- Evaluative – measure outcomes
- Future-oriented
- Investment
- Opportunity for growth
- Services
- Starting point for multi-agency response
 - Referring to services

Flexible x 4

- Mobile
- Nimble
- Innovative x 3
- Adaptive x 2
- Technology and innovation for efficiency, cohesion, openness

Problem-Solving x 4

- Looking for innovative solutions to difficult problems
- Building capacity of the officer to de-escalate the situation

Respect x 3

- Mutual respect x 2

Positive

- Positive interactions
- Patience
- Brave
- Love, being vulnerable, being open-minded
- Taking pride in our neighbourhood and city

Proactive (not reactive)

- Prevention x 2
- Proactive prevention

Knock down barriers x 2

- Breaking down the walls x 2
- Helping up
- Obstacles to be overcome

Diversity

- Multi-sectoral x 2
- Ethnic diversity
- Equity x 2

Safety

- Enforcement x 2
- Emergency response
- Assistance
- Security

(Negative)

- Reactive
- Imperfect
- Trendy

Appendix D – What is not working well

Forum participants were given opportunities to discuss in groups what is not working well in community policing. The following points are summaries of the 30 submitted feedback sheets, roughly presented in thematic groups and arranged according to the frequency with which they were mentioned.

Lack of resources. The majority of the comments about what is not working in community police related to CPOs being under-resourced and responsible for too large of an area. Examples include:

- CPO capacity is stretched too thin (this was a frequent comment feedback sheets)
- Area is too large; not enough officers.
- Officers aren't able to build real relationships
- Community officers are not available
- Not enough police resources applied to community relationship building
- Task-oriented units/programs to community issues are not resourced

Lack of consistency. Related to the point about resources, multiple comments indicated that the lack of designated officers who are familiar with communities is impeding relationship-building and trust. There were also comments reflecting a lack of consistency in buy-in for the proactive approach to policing.

- Lack of consistency in policing model – proactive component missing
- Movement of staff internally has been a challenge for implementation. Impacts abilities of officers and communities to develop relationships.
- Inconsistent police patroller attending community events – no rapport
- Staff are not consistently the same person – need people with familiar faces
- Continuity of officers – keep them in the community for longer. Term is not long enough for relationships to develop
- Police haven't shifted mindset toward proactive policing, culture is still reactive
 - Recruitment is not identifying proactive skills needed by new officers
 - Not all inspectors have bought in to community policing model
- Frequent change in officers is not good

Lack of flexibility and accessibility. Police are seen to lack the flexibility to respond to community needs and address unique concerns. They are also not seen as accessible; they need to be more visible in communities, such as by doing more foot patrols.

- Went from relationship-based to evidence-based. People are feeling vulnerable.
- Police take lead on all issues, even if they are not police issues
- Police apply cookie-cutter approach to communities
- Police have pre-determined their solutions. They aren't listening
- Police are not always receptive to new ideas
- Officers in SUVs are intimidating and not accessible – need more foot patrols (repeat call)

Racism and discrimination. Multiple comments indicate that police are mistrusted by some communities, particularly Black and marginalized communities, but also by youth.

- Need to have more diverse/racialized community members involved in strategic planning
- Negative relationships with vulnerable communities
- Perception of police is not good among minorities and youth
- Unwillingness of police force to acknowledge racism
- Dialogue/consultation/research/services do not respond to the needs of people of African descent. Current outreach approaches to Black and Indigenous communities are not enough
- Relationships are broken

Lack of mechanisms for accountability and feedback. There is also a lack of clear communication with communities about expectations and available resources

- Need to integrate feedback from committees
- Lack of data on community safety to monitor progress
- Lots of OPS initiatives (SI, MERIT, Problem Addresses) – tough for community to understand it all
- Very little education for the community or within police services on what resources are out there
No accountability
- Social media gives a false impression
- Lack of measurements for community policing

Reporting process are not working.

- Redirection of an emergency call through provincial service or women in crisis
- Dispatch can be a barrier to calls – need better training
- Not responsive in timely fashion
- On-line reporting does not work, such as for seniors

Communication

- It doesn't appear that information is shared within the organization or with partners. For example, at this forum community members learned that their CPO was leaving
- Use different language – recognize where communities have different terms
- Need space for community to access officers and connect

Appendix E – 10x Bolder

The last exercise of the day asked participants to write a suggestion for what could be done to improve community policing. Facilitator Lise Clement challenged everyone: “If we as a community, a collective, no us and them, were 10 times bolder, if we were willing to do the right things for the right reasons, what would we do?” She encouraged participants to harness the great conversations that had taken place, as well as the discomfort that came from difficult discussions about persistent challenges. “If you could have one idea that moves forward, what would it be?”

Each participant recorded their idea on a card. This was followed by an engaging ‘game’ in which cards were circulated around the room and rated on a scale of 1-5 eight times (total of 40). Of the 61 submitted ideas, the following 33 were collectively rated 30 or higher.

- What’s old is new again! **Put police back into the communities** with a permanent presence – both physical and through patrols. Bite the bullet, raise the taxes to support the proper police model that supports all communities both from engagement, defense and enforcement. 40/40
- **Have community interactions count as stats and give it value.** Have a better performance review process (PRPs) that would value more community policing and community engagement of officers. Right now, PRPs are based on stats / number of tickets, arrests, criminal charges, which pressures officers to get their stats up, hence can’t give time to community policing. 39/40
- **Staff up CPC officers** to pre-[Service Initiative] (SI) numbers. 39/40
- **More officers!** We (CPC) can’t get to know our communities more if we don’t have the time to do it. I feel I am a reactive officer, not a proactive officer any longer. 37/40
- Place ‘enforcement’ policing below ‘community’ and ‘proactive’ policing in importance. Use performance tracking to motivate all officers to get to know the members of the community they work in. 37/40
- Be able to fully understand all the concerns and issues of our diverse community because we would be part of their community and they would be part of the police. 35/40
- Make the first step to go to the community, to understand their needs, to understand where they are coming from, to be in their shoes for a second. 34/40
- Permanently assign front-line officers to a specific community for several years and reward them for community engagement. 34/40
- Have a clear feedback process for citizens to share when an interaction with officers is harmful. Follow up supervisors, support – not always reprimand. The community wants officers to learn and be even better officers and sometimes officers need support, guidance and training (they are human). This is an approach in other places of employment. I’m not sure about the OPS process/accountability. Communicate to community about this process and changes being made. 34/40
- Community Police Officers have town halls / presentations a local community centres with an agenda that is populated by that community’s issues – every six months. 34/40
- Re-allocate resources to front-line community officer or NHO positions. OPS has too many units wasting time on surveillance-related sections (Drugs/Intel/Surveillance and Guns & Gangs). Need to look at workload / results and reprioritize. Need boots on the ground to rebuild confidence and trust. 34/40
- Expand the number of community officers assigned to high needs communities. Currently we have only 10 CPO. Combination of CPO and new CRT members to work with communities to solve problems. Need 30 CPOs/CRT 34/40
- Increase CPOs / lengthen their term of service / host more regular learning and sharing events to unpack difficult community issues (that may inspire discomfort), such as racism in the force. Officers need safe spaces to de-brief / tell their stories / form a narrative around their work and experiences. Set this up! 34/40

- Name the systems of violence and oppression that result in poor perspectives/relationships with police and commit to creating spaces to have dialogue and discussions about them. Internally and externally (with other police officers) and with community members. Host a community policing forum in different communities that is community member focused. 33/40
 - Evaluate officers on community engagement as a performance measure on yearly evaluations. 33/40
 - Redesign the way you evaluate, monitor, and promote officers' performance by giving significant weight to an officer's positive engagement with the community, with a particular focus on communities that are 'over-policed', marginalized, or over-represented in the criminal justice system. 33/40
 - OPS would hire more personnel (both front-line officers and support officers, ie. Dispatch). Admit the failure of SI – accept it, learn from it and get on with it! Forget politics – admit failures – stand up to council and politicians re: budget, resources, etc. 33/40
 - Lobby for more funding to resource community policing to the level it should be at – to engage, work together, and effectively make the communities safe. 33/40
-
- Work at eliminating bias/racism to ensure neighbourhood cohesion and respect for all community residents and police = harmony. 32/40
 - Invest more in community police officers with the expectation on daily community engagement meeting and getting to know individuals/ residents / business in a positive manner 32/40
 - Adequately populate and resource community officer units with people who have good interpersonal skills and thicker skins to be able to build relationships over the longer term. 32/40
 - As one of our table members said, have a police presence in a mobile 'station' or 'cop-mobile'. In that cop-mobile have opportunities for community youth to be welcome to observe some aspects of dealing with distress calls or situations, like a 911 for the police responses. 32/40
 - See each other from a strengths perspective and be willing to actually come together to build positive communities where people feel safe, happy, and thrive, moving away from blame to goal setting and hope. 32/40
-
- Be more visible in community events regardless of colour/creed. And don't pretend to be the hero. 31/40
 - Have an overlap when officers are transitioning in/out of a community position. The new officer taking over role will have opportunity to see the relationships developed and can transition easier. This works better for both parties. 31/40
 - The Ottawa Police Service needs to have a 'difficult conversation' with the communities that feel OPS is racist, etc., and ask them to reflect inward. Ask them to dig deep and have some insight into their need for accountability with the issues they encounter. How did other racial groups deal with similar issues years ago? Where are they today? Accountability is necessary. 31/40
 - Make positive police-community relations the highest priority for the OPS. 31/40
-
- To enhance community policing in Ottawa, I would recommend engaging the community and getting the community more involved, such as community events, volunteer opportunities, and open the stations up for tours. 30.5/40
 - I would hire more officers / specialists like nurses, cultural investigators, interpreters, youth workers to assist and work as a team with the community police officers. 30/40
 - Mounted police section to promote positive meaningful connections between police and community. This results in building trust and strong partnership with community. Highly visible and approachable. 30/40

- Start a door to door campaign like politicians. Talk to the community about who you are as police officers and learn about their realities. A door to door campaign would build personal, intimate relationships with OPS and the communities they serve and protect. 30/40
- Raise taxes and allocate a greater portion of the revenue to police services to ensure we have the manpower and equipment to meet the expected needs of the community. 30/40
- Embed one police officer in every school and neighbourhood. Embed a community liaison from every school and neighbourhood in the police. 30/40

Appendix F – Forum Speakers

Ottawa Police Services

- Interim Chief Steve Bell
- Ken Bryden, Inspector
- Carl Cartright, Inspector
- Darren Joseph, Constable
- Acting Deputy Chief Joan McKenna
- Hamid Mousa, Community Development Manager

Community Members

- Melanie Bania, PhD, Director of Youth Services Bureau Ottawa
- Tyler Boyce, Anonymous HIV Testing Outreach Coordinator, Somerset West
- Community Health Centre; Board Member, Max Ottawa.
- Nathan Hoedeman, Director of Community Safety Services, Ottawa Community Housing

Facilitator

- Lise Clement, MBA, BA, CMP, Facilitation Lead, Lansdowne Technologies Inc.

Forum planning, design and organization

- OPS Community Development Section

Report author

- Anita Grace, PhD candidate, Law and Legal Studies, Carleton University