Ontario Working Group on Collaborative, Risk-driven Community Safety and Well-being
Ontario Association of Chiefs of Police

Gaining Momentum

Multi-Sector Community Safety and Well-being in Ontario

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Executive Summary

Ontario is riding the crest of a wave of the future in community safety and well-being that calls for increased collaboration among human service agencies, police and all community partners. Part of the Ontario Working Group's (OWG) work in the past couple of years entailed scanning experiences and lessons-learned from outside Ontario and bringing the most useful ones home. In its first year OWG captured many of those trends and transformations in the *theory* about how community achieves safety and well-being. In this past year, OWG focused on the *practice* of achieving safety and well-being in Ontario communities.

Investigations in diverse Ontario municipalities revealed that some Ontario communities are beginning to embrace risk-driven approaches, many of those starting with the adoption of the situation table model and other forms of risk mitigation. Comprehensive planning for safety and well-being is the collaborative, risk-driven initiative that Ontario communities are doing the least. Mental health and addictions are the most frequent risk factors being addressed. Poverty reduction and affordable housing are the most needed development goals. Most communities enjoy some level of collaboration, most of which is *ad hoc* and often takes the form of bi-lateral cooperation on isolated needs. Multi-agency collaborations are currently rare in all areas of the province, and these become more difficult to achieve the farther away the municipality is from urban centres. Information sharing and fears of liability are the greatest disincentives to collaboration; and official mandates to collaborate would provide strong incentives to overcome those barriers.

A detailed look at initiatives in 33 municipalities revealed that large and small urban, rural and remote municipalities are equally likely to succeed with the collaborative, risk-driven community safety and well-being initiatives that are most suited to their environment. However, fewer than half of the initiatives examined in this research showed high potential for success. Those that received any kind of technical assistance and support are most likely to succeed. Those that are inclusive and measurable are stronger; and local leadership's capacity to understand the theory underlying collaborative, risk-driven community safety and well-being is one of the strongest predictors of an initiative's potential for success.

It appears that many Ontario municipalities neither know what collaborative, risk-driven community safety initiatives are, nor understand the theory that underlies them. Bi-lateral, issue-based initiatives in response to harmful incidents are not as effective as proactive, community-wide strategies focused on multiple risk factors. One of the most effective ways to get to col-

laborative, risk-driven community safety and well-being is through mobilization of marginalized people, themselves. This helps break down the agency paradigm of simply providing compensatory human services and supports.

Evaluation results are only as good as evaluation design and preparation. That work has to be done by evaluators and their clients, working collaboratively. More effective mechanisms are required for the sharing of lessons learned among all those that are doing the learning, and for the transfer of evaluation and other research findings into practice.

Ultimately, the work that lies ahead for Ontario communities involves nothing less than re-shaping community life -- at least in those communities which experience the highest incidence of risk factors and their resulting harms and victimization. By combining the incidence of crime, disorder and other health and social determinants as drivers of this enterprise, we can adapt Ontario's *Framework for Planning Community Safety and Well-being* as a tool to enlist the participation of municipal governance, human services agencies, community-based organizations, businesses and individuals. In many ways, re-shaping community life starts with enlightened policing, for it frequently falls to police to recognize the risk factors that drive the greatest demands for response, to engage their partners, and together, to leverage more constructive mitigation, prevention and social development work where it is needed most.

Ontario municipalities are looking for better ways to strengthen community safety and well-being; to minimize harms and victimization; to reduce the demand for emergency response; and to manage the costs of policing. All of which is leading them to consider how they may, practically, promote safety and well-being. The Province of Ontario has the capacity to serve this wellspring of interest, and to seize on the growing momentum described in this report, by formulating public policy, providing leadership and generating sustained and accessible technical guidance and evidence-based knowledge that will catalyze a safer and healthier Ontario.

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Foreword

During the last quarter of 2014 and the first quarter of 2015, six technical advisors[1] sampled Ontario municipalities in order to discover as much as possible about what predicts the success of local initiatives to increase collaborative, risk-driven community safety and well-being. This report presents the findings of that research.

The project revolves around the concept of "risk" or "risk factors." These terms simply refer to any and all negative characteristics or conditions that: impinge upon individuals, families, locations, groups, communities or society; and, increase the probability of harms or victimization. Usually it is the accumulation or interaction of multiple risk factors that increase the potential for harms and victimization from crime, anti-social behaviour or even accident.[2]

Collaborative, risk-driven community safety and well-being entails a number of activities and points of intervention that are best represented in the Ontario Ministry of Community Safety and Correctional Services' *Framework for Planning Community Safety and Well-being*.[3] That model shows four distinct "zones" of collaborative, risk-driven activity: social development, prevention, risk mitigation, and emergency response. Over the past few years in Ontario, it is risk mitigation that has garnered the attention of many municipalities. Hence, this small research project was not exclusively, but certainly disproportionately, focused on that single zone of activity.

Time was another very real limitation to this study. Commencing fieldwork in October, 2014, left the research team only about five months to collect and analyze data; and develop this report. More time would have permitted a better description of local initiatives; a larger sample of municipalities; and possibly more perspectives on what works and what does not work. Such shortcomings notwithstanding, the team did learn some useful lessons which are pulled together here for local practitioners of safety promotion; and, we look forward to future research and shared experiences to cover any gaps in this project.

One of the major conclusions the team drew from this fieldwork originates with the observation that a lot of local organizations are working hard to achieve community safety and well-being through a wide variety of initiatives and strategies. Indeed, the team was pleased and impressed by the degree of commitment to safety promotion in almost all sectors, all levels of government, and all communities. Quite appropriately, most local initiatives are custom de-

[1] A brief description of these six technical advisors appears in APPENDIX A.
[2] Ontario Ministry of Community Safety and Correctional Services (2012), *Crime Prevention in Ontario: A Framework for Action.*
[3] H. Russell and N. Taylor (2014), *Framework for Planning Collaborative, Risk-driven Community Safety and Well-being*; accessible at http://www.oacp.on.ca/news-events/resource-documents/ontario-working-group-owg

signed to fit local needs, constraints, resources and capacities. Adaptation and innovation are, in many cases, keys to local successes.

On the other hand, we found that in many municipalities such initiatives are being squeezed in and around other roles, responsibilities and activities; as one informant put it, "...off the corner of our desks!" While admirable as a reflection of commitment and interest in such strategies, it is not a prescription for success. As another informant put it, "...safety promotion needs to be deliberate, planned and intentional if it is going to achieve any sustainable successes."

At the other end of the whole process we discovered that evaluation, while championed ("evidence based!", "data driven!", etc.) remains poorly understood, rarely well applied, and always insufficiently resourced. This report strives to address this impasse in some very limited ways; but we look forward to future work to bring this powerful tool for success into common practice at the local level.

A lot remains to be learned and done to make safety promotion successful in Ontario. For starters, we need to:

- Increase our understanding of safety promotion in all four zones of activity;
- Foster open and accessible communities of practice;
- Support technical assistance and learning events;
- Enable collaboration at all levels of government; and,
- Clarify the role of police in safety promotion.

We got into this conundrum when efforts to increase the effectiveness and efficiency of policing services ran into municipal resistance to escalating costs of those services. We began to ask what other agencies and organizations can do to reduce the demand for emergency response after noticing that police are the default setting when all other elements of the community safety web are reduced to operational minimums, under-resourced, and insufficiently mandated; and professionals in those agencies are underpaid, overworked, and inadequately supported. It remains to work out the most sustainable balance of roles, responsibilities, capabilities and resources among all community agencies and organizations. But this brief sojourn among Ontario municipalities has clearly demonstrated that the greatest potential for relief in this situation will come from the value-added of effective collaboration.

I. Transformations in Community Safety and Well-being

Ontario Working Group (OWG)

The Ontario Working Group on Collaborative, Risk-driven Community Safety and Well-being (OWG) is a collaborative effort of police services, provincial and municipal government agencies, community organizations and other partners. It emerged in 2013 out of the spontaneous collaboration of four Ontario police services and their community partners -- all of whom sought to resolve local challenges to crime and social disorder in more effective and efficient ways. They simply got together once a month to share experiences and lessons-learned. In that sense, the OWG emerged as a true collaborative -- *people and organizations drawn together by common purpose and acknowledgement of shared responsibility; desirous of learning from each other and benefiting from diverse perspectives, methods and approaches to common problems.*

The OWG had not then, nor does it have today, any titular authority. It is not a mandated entity. On the other hand, the spirit of its founders and joiners, and the quality of its work resonated sufficiently with Ontario's policing community that the Ontario Association of Chiefs of Police (OACP) provided significant supports through sponsorship of its interface with Ontarians. OWG's first year publications are available for free download on OACP's website[4]; and a February, 2014 OWG Symposium was sponsored by OACP in partnership with the Toronto Police Service. The OWG has continued to benefit from the OACP channel to Ontario police leaders by functioning as a sub-committee of the OACP's Community Safety and Crime Prevention Committee.

The OWG acquired a capacity to generate original research through the financial support, moral encouragement and intellectual leadership of the Ontario Ministry of Community Safety and Correctional Services, External Relations Branch. Monies provided through their *Proceeds of Crime* grants financed the work of OWG's advisors. Additionally, Ministry policy analysts convened their counterparts in other ministries to collaborate on related initiatives; and Ministry leadership joined OWG leaders in overseeing the intellectual direction and integrity of this work.

[4] Russell & Taylor (2014). New directions in community safety. Ten documents pertaining to that work may be acquired in PDF form at: http://www.oacp.on.ca/news-events/resource-documents/ontario-working-group-owg

The common interests that brought the OWG founding four community partners together back in 2013 are not unique to Ontarians. Indeed, similar interests and initiatives are surfacing in other provinces as well as abroad. Transformations in how Ontario communities achieve safety and well-being for all seem to be part of a trend in many places. Ontario is riding the crest of a wave of the future in policing, in community safety, in collaboration among all community partners to achieve community well-being. Part of the OWG's work in the past couple of years has entailed scanning experiences and lessons-learned from outside Ontario and bringing the most useful ones home to the attention of Ontario communities.

Focusing on What Is Really Important

Crime is Down

In its first year of existence the OWG captured many of those trends and transformations in the *theory* about how community achieves safety and well-being. A brief recapitulation of those theoretical elements here provides the foundation on which OWG's work in its second year details the *practice* of achieving safety and well-being in Ontario communities.

A small rural municipality unanimously passed a resolution in late 2012, to refuse to pay policing costs that exceeded what they anticipated in their budget. Of course sober hindsight led them to rescind that resolution and pay their bill. And it led them to face important questions about public safety.

It all seemed to come to a head when several Ontario municipalities complained about the increasing costs of policing. That angst was only exacerbated by Statistics Canada publishing annual crime rates (offenses chargeable under the *Criminal Code of Canada*) and noting that they continue on a 40-year decline.[5] That led to the obvious question, "Why are policing costs increasing in an environment where chargeable offenses are decreasing?"

Social Disorder is Up

Regrettably some research institutions and a number of popular press representatives jumped to the conclusion that communities are overinvesting in policing; and that police are bargaining themselves out of a job with salaries that exceed what the public can bear. In the early days of this hue and cry too few went back to these two trends and probed for the answer to this conundrum. Had they examined policing statistics closely they could have reported that whereas chargeable offenses (crime) are down, social disorder occurrences are increasing. These are situations where some-

[5] http://www.statcan.gc.ca/pub/85-002-x/2013001/article/11854-eng.htm#a5

one may get hurt because of anti-social behaviour; and when safety is threatened we call police. Public Safety Canada published an observation which shows the scale of this trend:[6]

> ...police agencies have become the social and mental health services of first resort....70% to 80% of calls police now receive are not related to crime....

Roots of Social Disorder

That observation led the OWG to discover why social disorder is increasing in Ontario communities. It is the same answer the health sector discovered 50 years ago when they asked why the incidence of disease is up and what can be done to lower the costs of health treatment. What health professionals now call "the social determinants of health[7]" are the same factors that determine community safety and well-being: economic and social exclusion; substandard housing; negative parenting; addictions; ignorance and illiteracy; inequitable distribution of social power; mental and emotional disorders; etc. Quite obviously, while police have to respond to any and all threats to personal or public safety, they are not qualified to rectify these more profound community problems. So, if an Ontario municipality wants to lower the costs of policing, it is going to have to coalesce a motivated and co-ordinated army of diverse human services and resources to tackle the roots of crime and social disorder. In economics terms, a demand side strategy will offer the most effective solution to escalating costs of supply in public services.

A small, rural municipality which set up a sub-committee of municipal council to figure out how to control policing costs, declared as its primary goal, "…increasing safety and well-being for

Safety Promotion

In effect, that priority changes the subject from the old notion of "crime prevention" to the new goal of "safety promotion." This transformation takes the onus off of police who for years in Ontario have shouldered the responsibility for crime prevention, and draws every other office of local governance and all human and social services agencies and organizations into the foremost mission of ensuring safety and well-being for all. Crime prevention requires that criminals and/or their illegal behav-

[6] http://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/cnmcs-plcng/shrd-frwrd-eng.aspx

[7] Social determinants of health (or of safety and well-being) are economic and social conditions that influence individual and group differences in health (safety) status; risk factors found in one's living and working conditions (such as the distribution of income, wealth, influence, and power), rather than individual factors (such as behavioural risk factors or genetics) that influence the risk for vulnerability to disease or injury (safety and well-being). They are shaped by public policies that reflect the influence of prevailing political ideologies of those governing a jurisdiction. The World Health Organization says that "This unequal distribution of health-damaging experiences is not in any sense a 'natural' phenomenon but is the result of a toxic combination of poor social policies, unfair economic arrangements [where the already well-off and healthy become even richer and the poor who are already more likely to be ill become even poorer], and bad politics." See, for example, the Commission on Social Determinants of Health (2008). "Closing the Gap in a Generation: Health Equity Through Action on the Social Determinants of Health". World Health Organization.

iours be thwarted. Safety promotion requires that harms or victimization from any source be prevented, and that equitable opportunities for quality of life be advanced and supported in every neighbourhood across the province.

Mitigate Risks

Parallel to that transformation is another one that shifts the focus from crime, offenders and harmful incidents (which require police and other emergency responders), to anticipation of risks that anyone in community might be harmed or victimized by any number of risk factors (which require collaborative efforts by multiple sectors of public and community services). The OWG reported in 2013-14 that a multitude of qualified professionals in local governance and human services agencies see, hear and know when any individual, family or even location are bombarded by multiple risk factors which significantly heighten the probability of harms or victimization. It only remains for those communities that wish to increase community safety and well-being to acknowledge those risks and take active steps to mitigate them before they morph into a crisis that calls for emergency response.

Getting Everybody Involved

Huge Role for Others

Notice how these transformations have moved us from a preoccupation with policing, its costs and effectiveness, to a consideration of the roles and responsibilities of virtually everyone else in community. None of which minimizes the important part police play in the broader goals of safety promotion; but all of which emphasizes that we have to draw many more community players into the mix if we are to achieve safety and well-being. If we do not do that, we had better get used to paying the high costs of policing, because they are uniquely effective at restoring short term safety in high-risk situations, in the absence of more lasting and effective remedies.

Collaboration

This leads to the challenges of collaboration -- a word that is easy to say but difficult to do. One police leader told OWG advisors (with tongue in cheek!), “We will collaborate with anybody so long as we are in charge!” Collaboration challenges everyone largely because local governance and human services are organized and insulated in siloes of activity with rigid cultures, customs and standards of practice that militate against effective collaboration. The OWG already addressed a few of them -- like incremental funding mechanisms which set agencies up to compete with each other, not to collaborate. Early in 2014 the OWG concluded its first year of research with a call to break down those siloes in order to enable the value-added of collaboration.

Situation Tables

OWG's first year also saw the advent of "situation tables" in Ontario. This term reflects Ontario's adaptations of Prince Albert, Saskatchewan's "Hub model". The Hub has proved to be an extremely efficient and effective tool for mitigating risks -- thus reducing harms and victimization in Prince Albert, which for a long time has experienced difficult social conditions. Prince Albert also serves as a gateway and support city to Saskatchewan's north, where many communities suffer some of the highest severity of crime indices in all of North America.

Prince Albert's Hub is a meeting of many human service front line workers convening for 90-minutes, twice weekly, during which they identify individuals, families, groups or locations that are at acute levels of risk and high probabilities of harm or victimization. Upon identifying them, these professionals delegate the most appropriate service providers to customize an immediate (24-36 hrs.) intervention that mitigates those risks -- thus avoiding potential harms. People are safer and costs of emergency response are reduced.

Since 2012 close to a dozen communities have adapted the model to their own needs. The OWG encouraged them to avoid the "hub" label because it is already taken up in other Ontario contexts (Early Years Hubs,[8] and United Way Hubs,[9] and community hubs[10] etc.). OWG coined the word "situation tables" to describe this tool. The situation table is an excellent tactic in the new transformation from crime fighting to safety promotion because: 1) it is risk-driven (not waiting for an emergency incident requiring speedy response); 2) it benefits from the value-added of interagency collaboration; and 3) it results in a reduction in harms and victimization (and a net savings in the costs of emergency response).

Inventing New Tools

Tools for Mitigating Risks

Situation tables are one of many specific tactics for mitigating risks. They have been very helpful in teaching Ontarians a lot about barriers to collaboration and how to break those down. In its first year, the OWG focused on the challenges of learning when and how to share private and confidential information at situation tables. Protocols and standards of practice developed for situation tables will go a long way toward helping communities innovate in designing other tools and methods of collaboration that can increase community safety and well-being.

One rural municipality organized a collaborative, case-management program that navigates youth who are in trouble with the law into the most appropriate social services.

[8] http://thehubcentre.ca/ontario-early-years-centre/
[9] http://www.unitedwaytoronto.com/document.doc?id=163
[10] http://www.crncc.ca/knowledge/factsheets/pdf/InFocus-CommunityHubs.pdf

But situation tables are far from enough; in fact they may be impracticable in many Ontario communities for a variety of good reasons. The key learning here is that before adapting any tool for local purposes, practitioners must work hard to fully understand the theory which underpins that tool, as well as when it is appropriate and how it works. Through 2013-2015, OWG observed many practitioners not doing that important homework and thus faltering on confusion, misunderstanding, and failure to assess the appropriateness of certain solutions for local applications. We also saw other communities which did their homework, identified solutions appropriate to local needs, and implemented the risk mitigation and protective strategies that would work best for their circumstances.

Prevention

A new focus on the goals of safety and well-being requires local innovation as well as collaboration. Ontario needs a variety of new tools. Situation tables may help, but we need to also invent other risk mitigation tactics where they are not appropriate or not enough on their own. And besides intervention, there is the whole challenge of prevention. Where a community knows of specific risks to safety and well-being, or particular groups who are vulnerable to specific risks, we need situational measures that prevent harm and victimization. These can lead to issue-related bi-lateral and multi-lateral partnerships to prevent bad things happening to vulnerable populations who are exposed to known risk factors.

A western, small urban municipality has put together a problem-solving table of collaborators who will focus on preventing repeat occurrences for homeless heavy users of acute care services.

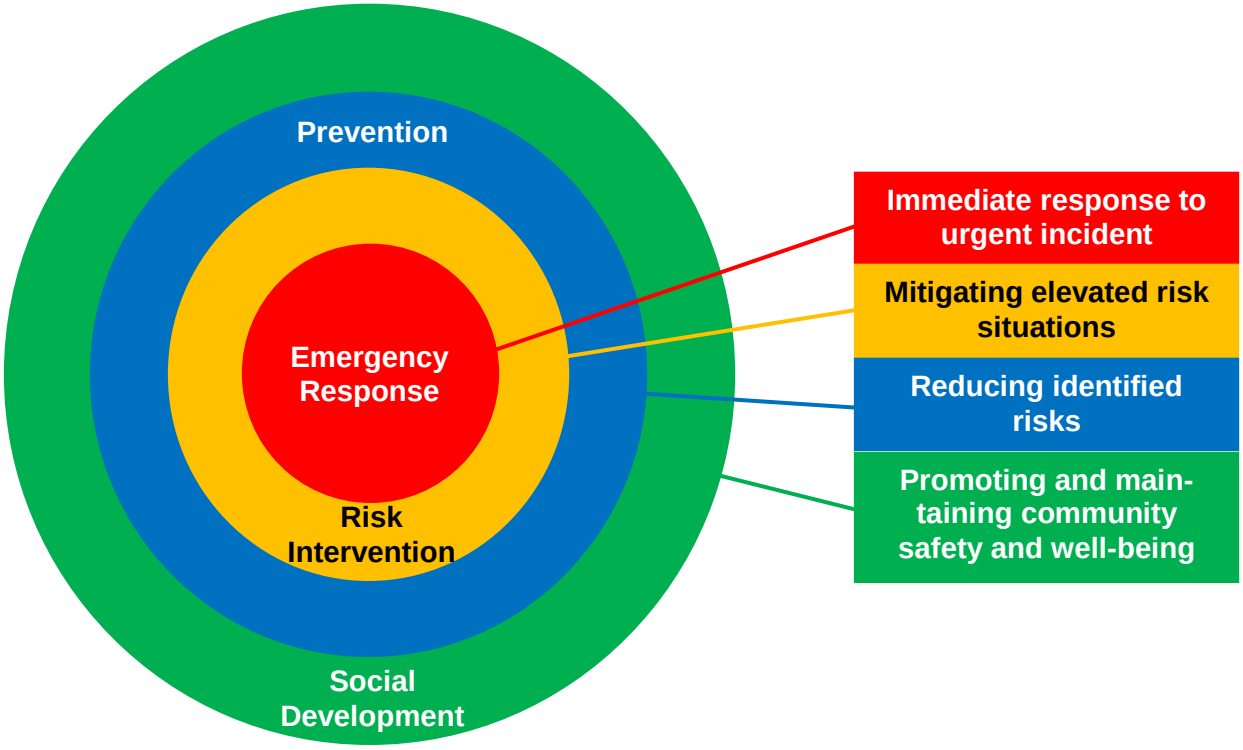
Social Development

Ontario communities also need to invest in long-term, social development schemes. Without them, risk factors multiply and more people become vulnerable to harms and victimization. Without positive social development strategies, community ends up investing in prevention, risk mitigation and emergency response -- all of which are compensatory for deficiencies in local capacities for positive life choices and general well-being.

Framework for Community Safety and Well-being

Figure 1 depicts all four components of Ontario's *Framework for Planning Community Safety and Well-being*. The OWG in partnership with the provincial government developed this framework and the Ministry of Community Safety and Correctional Services is testing it in Ontario communities in order to receive practical guidance from practitioners before releasing it provincially.

Figure 1: Ontario's *Framework for Planning Community Safety and Well-being*



Re-shaping Community Life

Planning

Ultimately, the work that lies ahead for Ontario communities involves nothing less than re-shaping community life -- at least in those communities which experience the highest incidence of risk factors and their resulting harms and victimization. Using the incidence of crime and social disorder as drivers of this enterprise, we can adapt Ontario's *Framework for Planning Community Safety and Well-being* as a tool to enlist the participation of municipal governance, human services agencies and organizations, businesses and individuals.

One large, urban police service designated "neighbourhood officers" to those neighbourhoods that create the highest demand for police assistance. Their principle role is one of initiating problem-solving, mobilizing citizens and engaging agencies.

Policing

Police play an important role in re-shaping community life. There is always the need for them to fight crime on our behalf. Experience and qualified research has shown that they are uniquely capable in four areas: active and visible presence; targeted enforcement; community engagement;

and initiating problem-solving.[11] All of those chores fall to police in the highest-demand neighbourhoods and communities. In many ways, re-shaping community life, where it is needed most, starts with enlightened policing, for it frequently falls to police to leverage more constructive mitigation, prevention and social development work by other community partners, where it is needed most.

Collaborating is not easy for anyone. It requires transparency, respect, openness to new ideas, willingness to share data and information, and tolerance for diversity in perspectives, ambitions, and points of view. Community safety and well-being will not be achieved without those characteristics. These are the challenges that face all police services and detachments in Ontario -- and all of their partners among human service agencies, community-based organizations and local governance. Our police can become better community partners; and the rest of us can give them more room to achieve these transformations by taking up our own responsibility for community safety and well-being, and stop deferring entirely to police to keep us safe under the narrow mandate of reactive crime fighting.

[11] 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.

In summary:

- OWG's first year noted significant transformations in the theory that underpins how we look at and respond to conditions of crime and disorder in community. OWG noted the following theoretical shifts:

From	To
Chargeable offenses	Social disorder
Criminal acts	Risks of harm or victimization
Emergency response	Identification and mitigation of risks; greater presence of protective factors
Crime prevention	Safety and well-being promotion
Police solving problems	Community engagement and mobilization; neighbourhood strengthening
Safety being a police responsibility	Safety and well-being as a community responsibility

- All of those transformations need to be supported by data. We can start with police occurrence data, but this will never be enough to reveal the true nature of community risk factors.

- The more collaborative we become, and the further we go from emergency response toward intervention, prevention and social development, the more diverse sources of data we will need, on the one hand, and the more accurate and instructive that data will become, on the other.

II: Who Is Doing Collaborative, Risk-driven Community Safety and Well-being?

From Theory to Practice

In its first year the OWG focused on theory and discussions about how that emerging theory might best support collaborative, risk-driven strategies for community safety in practice. In its second year of research and deliberations, OWG sought to learn how well those theoretical transformations were translating in Ontario and what early experimentation was revealing about their potential for expanded application to all Ontario municipalities. The first challenge therefore, was to find out which municipalities were doing what kinds of collaborative, risk-driven community safety initiatives. For this purpose, we began by surveying police agencies and detachments to help point the way to broader and more inclusive field studies.

Sample Size

The survey instrument was sent to 137 police agencies or detachments. Nine were First Nations agencies; 52 were municipal; and 76 were right-sized OPP detachments (not satellites). Within two weeks of fielding this survey, 110 replied with enough detail to permit data analysis. That is a survey return rate of 80 percent. The breakdown of return rate by type of police agency is reflected in *Table 1*:

***Table 1*: Type of police agency represented in the data analysis.**

Type of Agency	No. in Ontario	No. Responding	Proportion
First Nations	9	4	44%
Municipal	52	31	60
Ontario Provincial Police	76	75	99
Total	137	110	80%

The OPP detachments responding to this survey were fairly evenly distributed among the OPP's Regions (*Table 2*).

***Table 2*: Distribution of OPP detachments responding, by OPP Region.**

OPP Region	No. in Region	No. Responding	Proportion
East	16	15	94%
West	15	14	93
Northeast	12	12	100
Northwest	11	10	91
Central	14	14	100
Highway Safety	8	8	100
Total	76	74*	97%

*One responding detachment did not identify Region

Early in the design of this research, we surmised that municipalities might differ in their capacities to implement collaborative, risk-driven community safety and well-being strategies based upon factors like population size and density, and character of their police services (e.g. patrol area). We, therefore, launched this initial survey with the expectation that follow up work would require us to sample sites on this basis. Returns from this first survey were representative of all reaches of the province. Therefore we were able to reconfigure them in four stratifications: large urban, small urban, rural, and remote, defined as follows:

- Large Urban: High concentration of residents, diverse and large scale business, commerce, industry, and mass transit, high availability and broad mix of human services, policed by a single agency.

- Small Urban: Some concentration of residents, regional and local business and industry, limited transit, some limited availability and mix of human services, policed by a single agency with most residents in close proximity to policing and human services.

- Rural: Wide catchment area, mix of agriculture and small clusters of local, specialized business and industry, some limited availability and mix of human services, policed by one or more OPP detachments and/or amalgamated municipal or local First Nations police, with most residents at some distance from policing and human services.

- Remote: Vast catchment area, mix of wilderness, limited agriculture, very small clusters of local, specialized business and industry, very limited human services, policed by one or more OPP detachments and/or regional or local First Nations police, with most residents at significant distance from policing and human services.

Table 3 shows the distribution of police agencies that responded to this first survey by these stratifications.

***Table 3*: Distribution of responding police agencies by type of municipal site.**

Type of Agency	Large Urban	Small Urban	Rural	Remote	Total
First Nations	0	0	1	3	4
Municipal	11	13	7	0	31
OPP	5	22	29	18	74*
Total	16	35	37	21	109

*One responding OPP detachment did not identify their location

The numbers of respondents in each category were sufficiently large to afford us a decent range of choices for future sampling.

Strategies

The initial survey asked respondents whether they were involved in five types of collaborative, risk-driven community safety and well-being strategies: community mobilization, risk mitigation, safety planning, harm prevention and social development (the APPENDIX shows the operational definitions of each category). *Table 4* shows the proportions of each type of police agency that claimed to be involved in each type of collaborative, risk-driven strategy.

***Table 4*: Proportions (%) of each type of police agency involved in each type of collaborative risk-driven strategy.**

Agency	No.	Mobilization	Mitigation	Planning	Prevention	Development
First Nations	4	100%	50%	75%	75%	75%
Municipal	31	81	90	68	81	71
OPP	75	73	69	53	71	67

Planning for community safety and well-being garnered the smallest proportion of positive responses among municipal agencies and OPP detachments. That reinforces the notion that planning is a relatively new idea; and one that is worthy of further support in Ontario municipalities.

If we array type of collaborative, risk-driven strategy by type of municipal site we can ascertain whether subsequent survey samplings will give us a balanced distribution. *Table 5* shows the proportions of each type of site that are engaged in each type of collaborative, risk-driven strategy.

***Table 5*: Proportions (%) of each type of site, engaged in each type of collaborative, risk-driven strategy.**

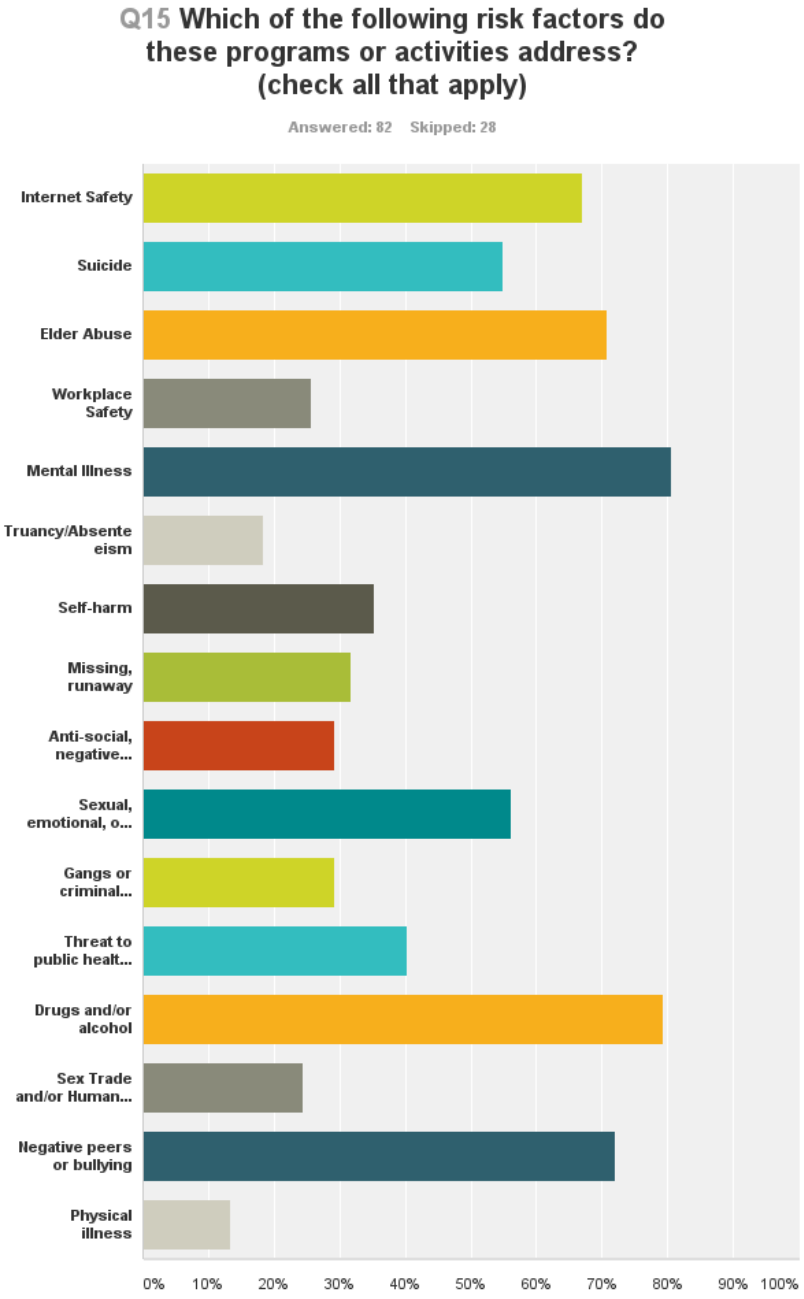
Site	No.	Mobilization	Mitigation	Planning	Prevention	Development
Large Urban	16	100%	81%	75%	88%	69%
Small Urban	35	74	77	60	80	60
Rural	37	78	78	59	73	62
Remote	21	86	52	43	71	48

Table 5 reinforces the observation that the more remote and distributed municipal sites are less engaged in mitigation, planning, prevention and social development. Interestingly though, this table also shows that a higher proportion of remote sites are engaged in community mobilization activities. We could surmise from these observations that more remote sites have less access to the range of social agencies and expertise that populate larger urban centres. Hence local initiatives have to depend on a mobilized and engaged local populace if they are to achieve collaborative, risk-driven community safety and well-being goals.

Risk Factors

On average, three-quarters of police agencies said they are engaged in prevention activities. We asked them to list the risk factors on which their prevention strategies focus. *Figure 2* shows the proportions (%) of respondents who identified specific risk factors. Not surprisingly, mental health and addictions were mentioned most often (81% and 79%, respectively). Two human relationship dimensions also received frequent mention: negative peers or bullying, and elder abuse (73% and 71%, respectively). We have some evidence to suggest that respondents may have chosen to identify risk factors that predominate in their locale -- risk factors they encounter most often in responding to public calls for police assistance -- without regard to factors on which deliberate prevention strategies focus.

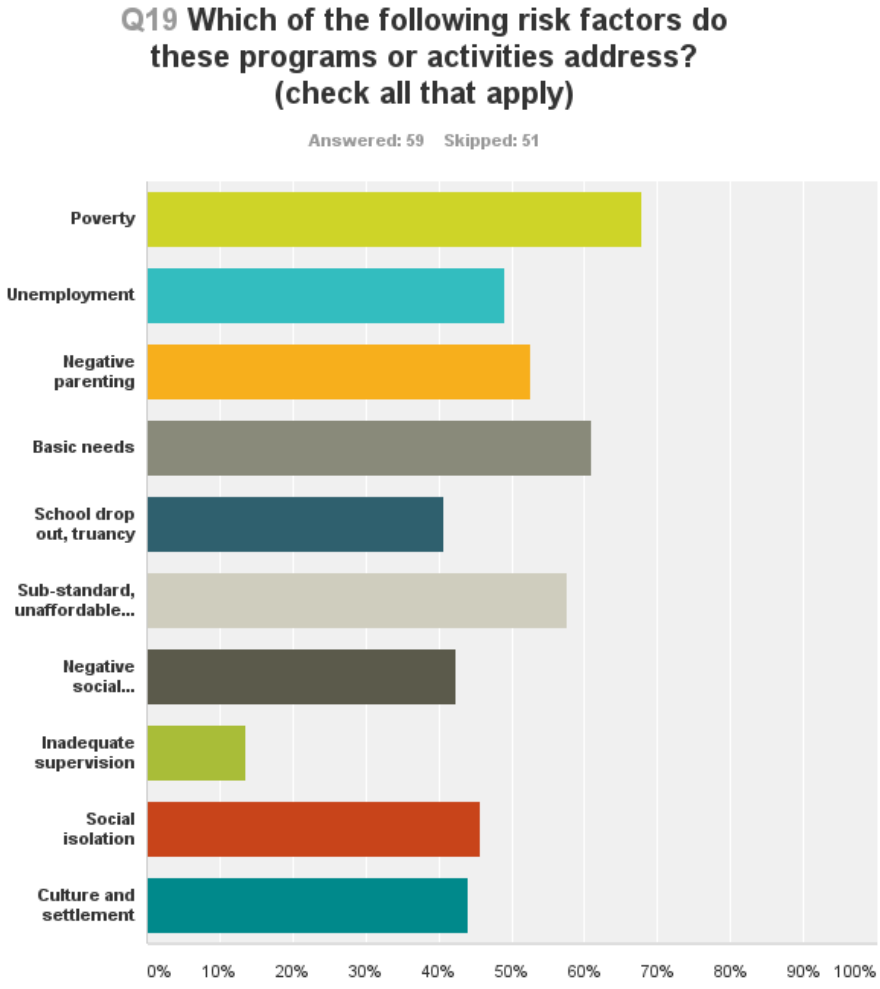
***Figure 2*: Proportions (%) of respondents who identified specific risk factors on which they claim their prevention strategies focus.**



A similar question about risk factors was asked of those respondents who reported that they are engaged in social development strategies. *Figure 3* depicts their answers. Poverty, basic needs and sub-standard or unaffordable housing loaded highest among their answers (67%, 61% and 57%, respectively). Negative parenting was also mentioned by over half of the respondents (53%). Again, we are not confident that these outcomes reflect the purposes of deliberate social development strategies, or respondents' perceived sense of local priorities -- whether or not they have social development strategies operating. On the other hand, these data mesh nicely with broader social science research which suggests that these same risk factors underlie most of the social disorder that plagues Ontario communities.

There is a lot to be learned by probing risk factors. What risk factors are driving occurrence data and emergency responses? What risk factors are police and other social service agencies and organizations focusing on in their prevention and social development investments? How are risk factors measured; and where does this data come from? What risk factors are salient for local agencies; and is salience a function of local occurrences, agency policies and strategies, or both?

***Figure 3*: Proportions (%) of respondents who identified specific risk factors on which they claim their social development strategies focus.**



Collaboration

Another very important line of questioning for the initial survey of Ontario police services relates to issues of collaboration. We asked respondents to identify the agencies that are collaborating in their communities. *Figure 4* shows the proportions (%) of respondents who identified each type of agency. Interestingly, mental

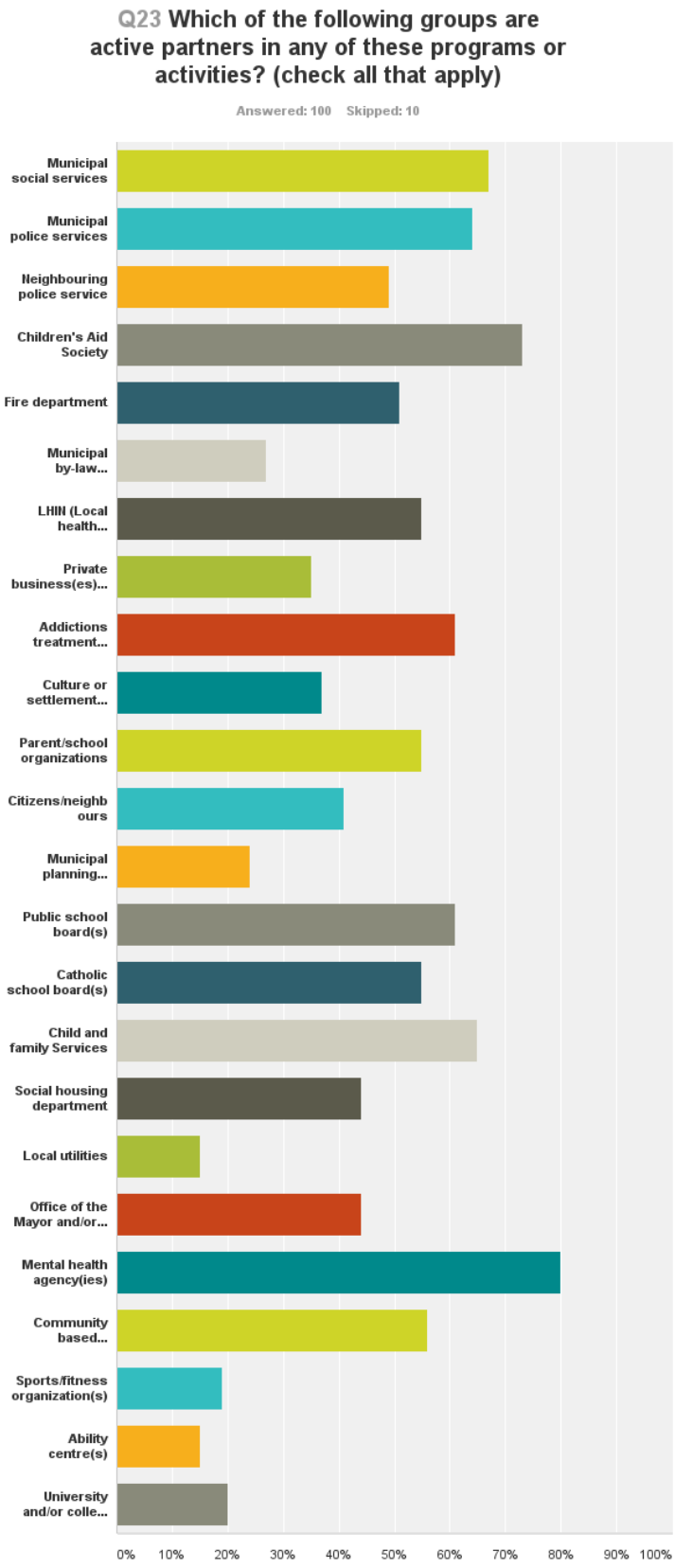
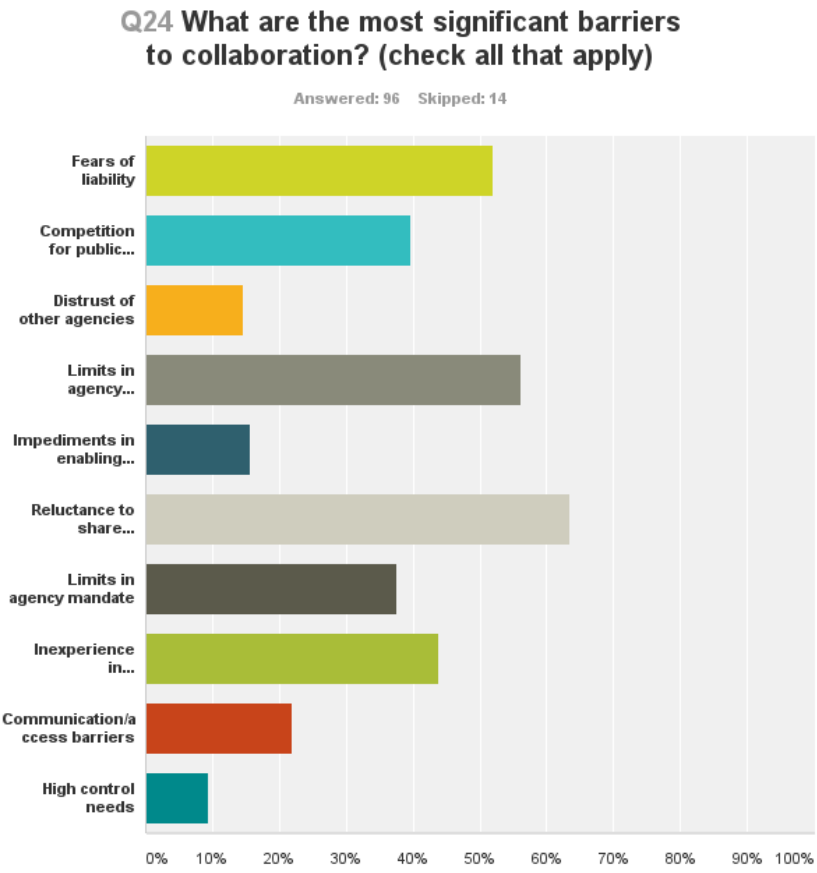


***Figure 4*: Proportions (%) of respondents who identified specific agencies that are collaborating in local initiatives**

health (80%), children's aid (73%), municipal social services (67%), children and family services (65%), public schools (61%) and addictions services (61%) were most often mentioned. These results jibe with identified risk factors. There are no surprises, nor much news in these findings. The most interesting outcome is the correlation between the type of collaborating agency, and the specific risk factors that respondents identified in answer to earlier items. We learned in this survey that reluctance to share information between agencies is the biggest barrier to collaboration -- as perceived by police officers (63%). *Figure 5* depicts respondents' perceptions of such barriers. However, limits in agency capacities (56%) and fears of liability (52%) also presented significant barriers to local collaboration. One of the more encouraging findings was that 44 percent of respondents felt that inexperience in collaborating presented a barrier -- suggesting that with good guidance and encouragement, maybe that barrier may be easily overcome.



We asked police respondents about the most significant incentives for local collaboration. Ninety-seven respondents (88%) replied with the list of incentives shown in *Figure 6* (next page). Chief among them were the observations that "No single agency can mitigate all the risks" (88%) and "It is everyone's responsibility" (69%). Interestingly, one incentive mentioned least often (23%) was that there is a "Mandate to collaborate."

***Figure 5*: Proportions (%) of respondents who identified specific barriers to collaboration**

Upon further research, that indicator alone gave rise to an OWG recommendation to those considering revisions to enabling legislation that a mandate to collaborate across specializations, sectors, and responsibilities would be very much in the interests of community well-being and safety (see Higher Order Directives, below).

Finally, it only remains to observe that over 95 percent of these survey respondents said that they would welcome more technical assistance, tools and supports for all five of the collaborative, risk-driven strategies covered in this brief survey. That provides good support for Ministry initiatives to design and pilot such tools; and for the OPP's Community Safety Services unit to do the same for their detachments. It also aligns well with what subsequent field studies revealed about the importance of technical guidance (see Breaking Past Patterns, below.)

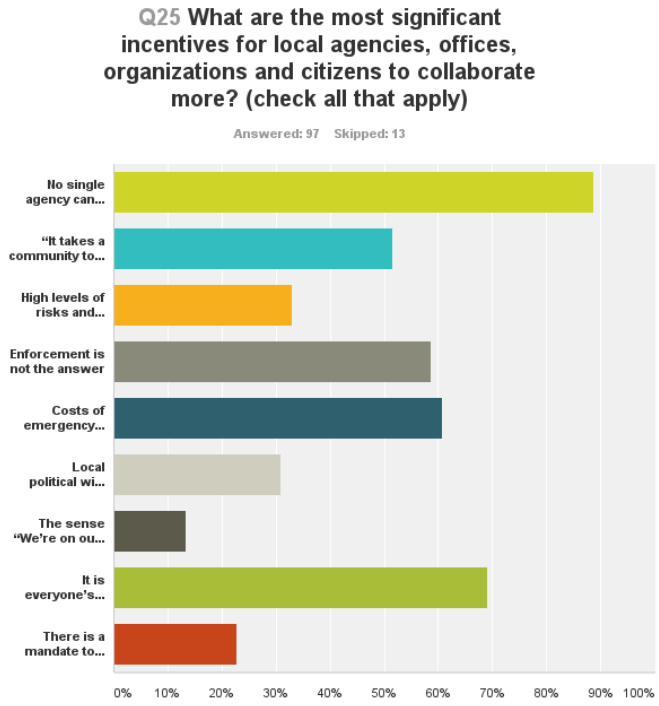


***Figure 6*: Proportion (%) of respondents identifying the most significant incentives for collaboration.**

In summary:

- This initial survey received a high rate of return; although the perspective was limited to that of police leaders.
- Planning for safety and well-being is the collaborative, risk-driven strategy municipalities are doing the least.
- Mental health and addictions are the most frequently cited risk factors.
- Poverty and affordable housing are the most needed social development goals.
- Most communities enjoy some level of collaboration; but that becomes more difficult the farther away the municipality is from urban centres.
- Information sharing and fears of liability are the greatest disincentives to collaboration.
- Official mandates to collaborate would be strong incentives to overcome those barriers.
- Technical assistance would be welcome support for almost all jurisdictions surveyed.

III: Local Potential for Success

Preliminary Survey

The short survey of Ontario police leaders helped us discover their perspectives on:

- Which Ontario municipalities are operating collaborative, risk-driven initiatives
- What is the nature of those initiatives
- What are the principle risk factors such initiatives address
- Which community agencies and organizations are partnering on the initiatives

The survey focused on five types of collaborative, risk-driven initiatives: community mobilization; risk mitigation; planning for safety and well-being; prevention of harms or victimization; and social development.[12] As reported in the previous chapter, this survey among Ontario police leaders concluded that:

> Planning for safety and well-being is the collaborative, risk-driven strategy municipalities are doing the least. Mental health and addictions are the most frequent risk factors. Poverty and affordable housing are the most needed development goals. Most communities enjoy some level of collaboration; but that becomes more difficult the farther away the municipality is from urban centres. Information sharing and fears of liability are the greatest disincentives to collaboration; and official mandates to collaborate would provide strong incentives to overcome those barriers.[13]

Sample for Site Profiles

That initial survey gave OWG the perspectives of Ontario police leaders about local, community safety and well-being initiatives. With returns from 110 Ontario municipalities it also provided a basis for sampling them for a more in-depth site profile using both quantitative and qualitative research techniques. For this purpose the research team randomly selected municipalities in three strata: large urban, small urban, rural and remote. Four technical advisors made site visits and conducted personal and phone interviews with diverse community partners from thirty-three (33) sites, representing the following strata (*Table 6*):

[12] Definitions of those five collaborative, risk-driven initiatives are shown in the APPENDIX

[13] "Sampling Universe for Site Profiles of Collaborative, Risk-driven Community Safety and Well-being Initiatives in Ontario;" Ontario Working Group; Summer, 2014.

***Table 6*: Stratified random sample of 33 Ontario municipalities.**

Type of Municipality	Number	Proportion
Rural	11	36%
Small Urban	11	33
Large Urban	7	21
Remote	3	9
TOTAL	33	99%[14]

Further, the OWG advisors managed to broaden their perspectives on what was happening locally by interviewing 245 local informants across all 33 sites, representing a diversity of sectors, as shown in *Table 7*:

***Table 7*: Distribution of sector representation among the 245 local site representatives interviewed about their collaborative, risk-driven initiatives.**

Informants	Number	Proportion
Police	68	28%
Municipal council, bylaw, fire	37	15
Mental health	30	12
Social services	28	11
Education	22	9
Child protection	21	9
Local health integration network	18	7
Public health	12	5
Corrections and justice	9	4
TOTAL	245	100%

Potential for Success

Upon completing all site interviews, the technical advisors rated the 33 sites on six criteria that theory suggests will predict their likelihood of achieving the results for which they were designed: risk-based, collaborative, data-driven, evidence-based, outcome focused and potential for success. These six ratings provided the basis for calculating a "potential for success" score for each site. With the potential for a high rating of four (4) on each criterion, and a total of six (6) criteria in each "potential for success" score, sites with the greatest potential could have achieved a composite potential for success score of 24. But none did. Eighteen (18) was the highest potential for success score

[14] Anything more or less than 100% is attributed to rounding error.

achieved by any site. Only 40 percent (40%) of the municipalities showed composite ratings that would lead advisors to believe that those initiatives had "good potential to succeed:" *Table 8* shows the proportion of sites in four levels of potential for success:

***Table 8*: Proportion of Ontario municipalities in four levels of "potential to succeed" at collaborative, risk-driven community safety (N = 33 sites).**

Potential to Succeed	Proportion
Good	40%
Some	36
Little	21
None	3
TOTAL	100%

Large and small urban, rural and remote municipalities are equally likely to succeed with collaborative, risk-driven community safety and well-being initiatives.

Analysis of quantitative ratings for the sites disclosed that the type of municipality (large urban, small urban, rural or remote) does *not* predict any of the characteristics of local community safety initiatives, or even their relative success. Initiatives in all four types of municipalities may require different processes (e.g. in a large urban municipality partners are pretty local and readily available whereas in rural or remote sites, they are frequently hours away if available at all); but initiatives in rural and remote sites are just as likely to be successful as are those in large or small urban sites.

Technical Assistance

Fourteen (42%) of the municipalities benefited from various forms of technical assistance with collaborative, risk-driven community safety initiatives. Some of them used a "tool kit" of planning guidelines designed and distributed by the Ontario Ministry of Community Safety and Correctional Services. Others contracted qualified consultants to help design and implement their initiatives. Many attended last year's OWG symposium or relied on the OWG theoretical literature. Some visited other Ontario municipalities to pick up lessons-learned. Statistical analysis, therefore, afforded the opportunity to compare sites in order to discern whether such technical assistance increased their potential for success. Analysis showed that sites with initiatives that received any kind of technical assistance *are* significantly more likely to be successful and have stronger characteristics than are initiatives in municipalities where there was no technical assistance.

Municipalities that receive any kind of technical assistance and support are significantly more likely to succeed, than are sites that go-it alone.

Characteristics

Additionally, all sites were rated on seven characteristics of their collaborative, risk-driven initiatives. The purpose of this line of questioning was to discern not only the extent to which municipalities were thorough in designing and implementing their initiatives; but also, to measure the extent to which these seven categories predicted their potential for success. The categories, synonyms, related questions and examples drawn from the sample appear in the following table:

***Table 9*: Seven characteristics of local, collaborative, risk-driven community initiatives.**

Characteristics of Community Safety and Well-being Initiatives
Coherence (rationality, logic, reasonableness, connectedness) • Are there other programs, activities, projects in the community that are designed to deal with these same problems or issues? • How does this initiative relate to other things that are going on in the community? *Example*: A small urban site is connecting and co-ordinating 23 human services (agencies and community based organizations) which, until this initiative, dealt separately with the needs of this municipality's homeless people on a unilateral basis. Now they are working together and realizing the value-added of collaboration.
Deliberateness (thoughtful, purposeful, methodical, planned, measured) • How was this initiative planned in the first place? • What are its specific objectives? *Example*: In a southern, small urban municipality police and other key agencies are dealing with addictions and mental health issues for which they have created a purpose-built partnership with agreements, processes and structure to support it. Partners are able to track occurrences and are encouraged by dramatic reduction in them.
Inclusiveness (comprehensive, complete, exhaustive, thorough) • How well does the initiative address all components of the problem it is designed to solve? • Does it include all the partners that are needed to make it work well? *Example*: A rural area comprised of county, small urban and First Nations communities has a fast moving coalition with potential to fully reflect all of the aims of community safety and well-being planning throughout the region. One community is leading the charge and has strong support from county officials, a number of agencies, community based organizations, and all of the schools.
Theoretical Comprehension (understood, knowledgeable, evidence-based) • Are all partners aware of the theory that underlies this initiative? • What background research has gone into the design of this initiative?

Example: In a northern, small urban municipality, local governance has received three comprehensive briefings on collaborative, risk driven models. Further, the police service has redesigned its service model to highlight the importance of partnerships with other agencies and organizations, as well as shared responsibility for safety and well-being. After a recent election new police services board members are being briefed on the framework; as well as three years of experience in community mobilization.

Adequacy of Scope and Rigour (range, scale, discipline, precision, meticulousness)

- How well does this initiative affect all the factors that are contributing to the problem?
- What controls are in place to ensure that the initiative achieves its desired results?

Example: In a western, small urban municipality partners have, over 36 months implemented a well sequenced progression of related initiatives ranging from issue-based emergency response to neighbourhood-based community mobilization, and now to an *ad hoc* risk mitigation strategy that covers all risk factors. All of these initiatives are evaluated; thus setting this community up well to initiate community safety and well-being planning in the next 24 months.

Measurability (assessable, discernible, calculable, evaluable)

- How will you know if the initiative is achieving the desired results?
- Can you measure progress in the outcomes?

Example: A northern, small urban municipality has brought data analysts together from a variety of human services agencies to create a "data consortium" that will not only pool data in order to support evaluation of community safety initiatives; but also to create an index of well-being that may be used in future community safety and well-being planning and initiatives.

Sustainability (maintainable, justifiable, supportable, workable)

- How easy will it be to keep the initiative going?
- Where will the interest, energy and resources come from to sustain the initiative?

Example: A southern, large urban municipality pulled three agencies together to co-sponsor, co-host, and co-chair a risk mitigation initiative that includes 12-15 other agencies. Every partner in this initiative is donating the time of their own professionals; one partner is donating space; and all partners are sufficiently pleased and impressed by positive outcomes that all are committed to sustaining it.

All seven characteristics of a local initiative correlate strongly with its potential for success. In other words, the more of those characteristics, the better *are* chances of success. Statistical analysis showed that initiatives that were most *inclusive* and *measurable* had the strongest potential for success. Underpinning those two characteristics was *theoretical comprehension.* Some sites were strong in these dimensions; too many others were not.

Collaborative, risk-driven initiatives that are *inclusive* and *measurable* have the strongest potential for success, and theoretical comprehension matters.

Qualitative Analysis

OWG technical advisors conducted 245 interviews across 33 Ontario municipalities. Systematic analysis of those notes adds tremendous insight and a solid basis for interpretation of the quantitative findings mentioned above. The following sections of this report present an integration of qualitative and quantitative data in order to help Ontario municipalities learn from each other.

In summary:

- Large and small urban, rural and remote municipalities are equally likely to succeed with collaborative, risk-driven community safety and well-being initiatives.
- Fewer than half of the initiatives examined in this research show high potential for success.
- Municipalities that receive any kind of technical assistance and support are more likely to succeed, than are sites that go-it alone.
- Collaborative, risk-driven initiatives that are inclusive and measurable are more likely to succeed.
- Theoretical comprehension is one of the strongest predictors of an initiative's potential for success.

IV: Theoretical Comprehension

Ontario is Ready

Thirty-three Ontario municipalities showed the four OWG technical advisors many initiatives that are intended to increase community safety and well-being -- ranging from anti-poverty programs to coordinated efforts on behalf of the homeless and integrated case management for heavy users of a community's emergency and acute care services. This OWG research -- indeed the short seven months OWG had to do this work -- precluded the possibility of inventorying all of these initiatives in any detail. Suffice for these purposes to simply note, there is a very solid groundswell of interest in, and support for collaborative, risk-driven strategies in Ontario municipalities.

That interest is driven by a number of factors:

- The lack of sustainable success from issue-based, single-agency, or bi-lateral partnerships in local problem solving
- The increasing costs of emergency response
- Increasing recognition that most problems result from the confluence of multiple risk factors
- The absence of adequate protective factors, that cut across the institutional boundaries of professional sectors
- The emergence of integration initiatives like Ontario's *Health Links,* which is designed to co-ordinate care for Ontarians with multiple health risks.[15]

The bottom line from OWG's brief look at 33 municipalities is that Ontario is ready, willing and able to discover and implement more efficient and effective ways to increase collaborative, risk-driven safety and well-being for all.

Any progress in this regard will have to overcome a number of barriers. A significant one relates to the habit of thinking that community safety is exclusively a policing concern. The majority of initiatives OWG saw in 33 municipalities are at least police initiated, if not police-driven. Another barrier perceived in most human services agencies relates to fear of mandate creep. Agen-

[15] http://www.health.gov.on.ca/en/pro/programs/transformation/community.aspx

cies are insufficiently mandated or enabled to collaborate across sectors, in order to effectively address multiple risk factors. Fear of liability associated with the sharing of private and confidential information looms over every collaborative initiative. But one of the biggest barriers affecting public human services agencies and community based organizations as well, relates to funding mechanisms. Efforts to prove eligibility for scarce public resources, and incremental funding based on caseload, set human services agencies and organizations up to compete, not to collaborate.

Collaborative, Risk-driven

Many sites showed significant levels of misunderstanding about what collaborative, risk-driven community safety means, and what it looks like in action and effect. Some of the named initiatives simply do not fit these definitions. One, for example, said they had a community safety plan, which, upon examination, turned out to be three paragraphs in a police service three-year business plan in which they listed the most frequent types of occurrences and said they would be redoubling their enforcement efforts to focus on those issues.

One large urban police service listed its bike patrol in the downtown core as a collaborative, risk mitigation initiative.

Another included its monthly meeting of a community policing committee as a risk-based, crime prevention strategy.

Issue-based and Reactionary

Confusion about the meaning of "collaborative, risk-driven" frequently arises with the way in which many initiatives are motivated in the first place. Most originate with local reactions to specific problems, like a spike in the incidence of mental health, domestic violence or troubles with youth. So to start with, they are incident-driven, not risk-driven; reactive, not proactive; and, focused on one or only a few risk factors. Reacting to particular problem areas brings issue-specific agencies into a structured partnership, which in the end is rarely proactive, inclusive or competent to deal with multiple risk factors that impinge on that problem. Consequently, incidence of the problem rarely diminishes; leaving the partnership with the only alternative of measuring inputs or throughputs like numbers of people served or attending workshops, and numbers of public information pamphlets distributed. This was the typical approach to many of the initiatives technical advisors examined in Ontario municipalities. They fail in *theoretical comprehension*, *coherence*, *inclusiveness*, *adequacy of scope and rigour* and *measurability.*

An example would be a domestic violence co-ordinating committee that meets sporadically; convenes only agencies and organizations that support victims of violence; and focuses almost exclusively on public education about domestic violence, rather than the multitude of risk factors which drive this problem in the first place.

Multiple Risk Factors

Multiple risk factors too often escape the attention of local partners. Usually that is a result of their superordinate awareness of harmful or victimizing incidents. Their efforts to reduce the incidence of particular harms puts the partners in the case management mode with the thought of better co-ordinating support services. None of which engages them in asking what causes these problems; and how those causes could be reduced through more collaborative strategies that are focused on multiple risk factors.

Comprehension

Inadequate *theoretical comprehension* becomes problematic when a local agency which sees the value of collaborative, risk-driven strategies proposes an initiative that appears to others, who do not understand the theory, to be in competition with extant, issue-based partnerships. A case in point arises in one eastern, rural municipality, which benefits from a case-management initiative that focuses on problems with youth who are heavy-users of police and acute care services. When a neighbouring community suggested organizing a situation table to mitigate any and all situations of acutely elevated risk, some around the youth case-management table failed to recognize that these two initiatives could complement each other -- at least where youth problems are concerned. This drives to the theoretical issues of risk-driven vs. incident-driven; risk mitigation vs. case management; and symptomology of harms (youth acting out) vs. etiology of multiple risk factors (poverty, negative parenting, mental health, etc.).

A western, small urban municipality realized it was over relying on law enforcement to deal with harmful mental health incidents. So they fostered a relationship between police and CMHA which allows police to seek professional assistance in those mental health situations that exceed police capacities. CMHA action has to be triggered by police. When it is, frequently 1-3 hours transpire before CMHA can attend. None of the resulting interventions deal with issues like poverty, homelessness, addictions, education and employment.

Collaboration

Collaboration is both a theoretical and practical challenge for many municipalities. Too often it is confused with bi-lateral partnerships. Police often make this mistake. In contrast, one large, urban municipal police service fully shared responsibility with United Way and municipal governance for initiating, overseeing, and now chairing a situation table. It is fully collaborative. But in another western, small urban centre, police jealously guard the role of initiating, launching and leading a situation table while in the same breath protesting, "...but we don't want this to become a police-driven initiative!"

Police are far from alone in this misunderstanding of what is required to truly collaborate. In some ways the *inclusiveness* characteristic of an initiative is the best measure of its capacity for collaboration. *Inclusiveness* and *coherence* are most often missing in issue-based, bi-lateral partnerships. Unlike bi-lateral partnerships, collaboration is usually system-wide, focused on a

broad strategy, and supportive of shared responsibility beyond boundaries of siloed mandates and practices.

In summary:

- Many Ontario municipalities neither know what collaborative, risk-driven community safety initiatives are, nor understand the theory that underlies them.

- Most municipalities are stuck in the pattern of responding to high frequency occurrences, skimmed from police data. They have trouble diving deeper into identifying risk factors that drive those occurrence frequencies and reaching out to community partners whose capabilities may go beyond the presenting symptoms.

- However, Ontario is ready, willing and able to discover and implement more efficient and effective ways to increase collaborative, risk-driven safety and well-being for all.

- But many systemic barriers persist, like:
    - thinking that safety is a police responsibility, exclusively;
    - fears of mandate creep;
    - fears of liability for sharing private and confidential information;
    - lack of access to the types and range of data and information that are needed to drive a cohesive safety and well-being strategy; and,
    - dependencies on incremental funding based on caseload.

- Single, issue-based strategies are not as effective as those based on the acknowledgement of multiple risk factors that cut across vertical siloes.

- Bi-lateral initiatives in response to harmful incidents are not as effective as proactive, community-wide strategies focused on multiple risk factors.

V: High Order Directive

A Best Practice

In 2012, the Canadian Association of Chiefs of Police (CACP) Institute for Strategic International Studies participants reported on their world researches into best practices for measurement of community safety. They highlighted the importance of what has come to be known as a "higher-order directive and imperative." Upon examining effective collaborative strategies in nine countries including South Africa, Colombia and Australia, these Canadian police leaders concluded that:

> ...the most successfully implemented programs and initiatives were those that were supported, and often mandated, by government authorities. This is not only directing the police but all community partners. This fostered increased buy-in by all agencies contributing to community safety and by the citizens themselves....[16]

The closest OWG came to measuring that in 33 site profiles was around the initiative characteristic called *deliberateness*. Deliberateness was found to be a strong predictor of an initiative's success (along with a host of other characteristics). It means thoughtful, purposeful, planned, methodical and measured -- all qualities one would expect from an executive order by municipal governance.

Municipal Governance

Qualitative analysis of advisors' notes from 33 site profiles uncovered the same finding. The sites that seemed to be most successful were those where municipal government mandated the initiatives. Such a mandate cuts across inter-agency competition for power, status and resources that inhibits effective collaboration.

In one western, small urban centre, Mayor and Council have mandated system-wide collaboration to tackle problems associated with street level sex trade, housing, homelessness and mental health.

The higher order directive and imperative was found particularly necessary in rural settings where, often, agencies are headquartered far away in the county seat; thus requiring municipal and county leadership to leverage agency executives to participate at the local collaborative, risk-driven planning table.

[16] ISIS (2012). Full circle community safety: changing the conversation about community safety economics and performance. Report from the Institute for Strategic International Studies. Canadian Association of Chiefs of Police. p.9 www.cacpglobal.ca

But, it can also backfire. One municipality turned it into a political campaign and a public relations strategy -- thus significantly delaying meaningful work toward breaking down conventional barriers between agencies. Public pronouncements and broad public surveys generate little new, valid information about risks or protective factors. Further, they stimulate public expectations for short-term successes and also heighten public awareness and scrutiny of community partners who are willing to tackle the very real challenges of collaboration across sectors and vertical siloes.

In a western, small urban centre the initiative was led by a charismatic municipal leader; only to see the whole thing collapse when that individual was not re-elected.

Overarching Authority

Thirty-three sites taught us something more about higher order directive and imperative. It seems that overarching authority is what makes that imperative work. It certainly can come from local governance; or provincial government for that matter. But it need not originate there exclusively. It can also come from other sources that have some mandate and capacity to influence multi-sector collaboration. We saw local health integration networks (LHINS) play this role in a number of municipalities. With their mandate and control of diverse health resources, they have experience and capacity to pull sector representatives into collaborative planning and implementation strategies that might not otherwise occur.

We also found this capability in two sites where human services and justice coordinating committees (HSJCC) led the charge in designing and implementing collaborative, risk driven safety initiatives.[17] By definition these provincially mandated collectives target their interventions on individuals who ... come into contact with the justice system and who have needs which can be met by one or more of the provincial human services systems." It is that phrase *"...by one or more of the provincial human services systems*" that helps most in cutting across the boundaries of vertical siloes and fostering collaborative strategies.

In a central, rural municipality the HSJCC pulled together the agencies needed to organize a regional situa-

[17] http://www.hsjcc.on.ca/SitePages/About%20Us.aspx

In summary:

- A higher order, directive and imperative to implement collaborative, risk-driven strategies for safety and well-being helps leverage all agencies and organizations to challenge the boundaries of mandates, resources and organizational styles that perpetuate, single issue, bi-lateral, incident driven responses.

- A higher order, directive and imperative can come from municipal governance, or from groups like local health integration networks (LHINS), or human services and justice co-ordinating committees (HSJCC).

- But, it is not a good idea to turn a higher order directive and imperative into a public relations campaign that only has the effect of driving potential community partners deeper into their siloes for fear of public criticism.

VI: Innovation and Sustainability

Innovation Driven by Necessity

A lot of the weaknesses and liabilities technical advisors saw in many local initiatives are also the causes of some tremendous innovation that is driving collaborative, risk-driven community safety across the province. It is not surprising because people trying to do good work are as adept as the OWG at noticing when things are not working well; and necessity becomes the mother of invention. Many local agencies and partnerships are realizing they have to get away from approaches that are issue-based, incident-driven and bi-lateral. They have to get into strategies that are multi-sector; multiple risk-focused; and collaborative.

In one central, remote community "necessity" was driven by the dearth of human services agencies present in the community. So regular community members got together and formed their own "community mobilization" initiative to guide fellow community members in accessing the fullest range of social supports.

Innovation, it turns out, is also one key to sustainability; especially when old patterns are not working well. A northern, rural municipality started an issue-based, bi-lateral initiative to co-ordinate services for homeless people, some years ago, only to discover that the risk factors impinging on homeless people are diverse, and legion. That led them to broaden the scope of their initiative; extend partnerships across sectors; and build a solid structure and purpose to their initiative. Now they are seeing the results they want to see; a diverse range of community partners are enjoying the value added of collaboration; and it is not difficult for them to justify the resources and level of effort necessary to sustain this important activity.

A western, rural municipality knew they could not justify a weekly situation table meeting. At the same time they did want to benefit from the discipline and protocols for handling private and confidential information that situation tables have introduced in Ontario. So they invented their own, *ad hoc* strategy for mitigating acutely elevated risk and tracking risk factors in order to guide eventual community safety and well-being

Data-driven

In three municipalities, innovation was driven by the need to base collaborative, risk-driven strategies on sound data about prevalent risk factors. All three of these municipalities turned, first, to their police services -- which had occurrence data that showed trends. But these collaborators knew that any number of community "partners" harbor diverse forms of data and information which are key to addressing multiple risk factors. School boards have huge volumes of data about all members of their school families; LHINS and health units, social services, ERs, and so many more have data that is necessary to address multiple risk factors in an holistic way. The challenge is first getting access to all those data; and secondly, figuring out how to combine them in a profile of the community. Two of

these municipalities chose to go about this by forming what they came to call a "data consortium." This is simply a meeting of data analysts and statisticians from all of the partnering agencies. They convene to invent answers to these two challenges: getting access to various data bases, and turning them into some measure of community safety and well-being.

A third municipality chose to avoid the internecine conflicts of trying to get specialized agencies and organizations to share data across vertical siloes. Instead, they conducted a broad social survey in marginalized neighbourhoods in order to get first-hand information about the multiple risk factors faced by people who receive the lion's share of social supports in this community.

A central, rural municipality used the creative "key informant" approach to gathering data from diverse sources. Conducting personal interviews with executives of agencies who responded to the initial call, they pieced together a sketch of multiple risk factors. That was followed by a general call to all agencies to attend a meeting to see what community profile emerged from the interviews. That brought everyone out and many more volunteered to add their data to the emerging pic-

Sustainability

The OWG's quantitative analysis of 33 Ontario municipalities clearly showed that *sustainability* correlates strongly with an initiative's potential for success. In that analysis sustainability is defined as "maintainable, justifiable, supportable, and workable." Notice, none of those synonyms say anything about financial resources! Yet when discussing sustainability with local representatives, conversations most often reverted to the challenge of finding dollars for recurring costs. Some initiatives depend on an annual cycle of grant slinging to sustain them; others are working hard to justify core funding. Where we found that sustainability of an initiative was in significant jeopardy it was usually because the initiative was founded with start-up funds provided by some granting agency; and assumptions by the initiators of the project that somehow the project would prove itself sufficiently effective and desirable that continued funding would be relatively easy to find.

A southern, rural community launched an initiative that provides supports for students in order to help them complete secondary studies. Start-up funding got the project off the ground. But renewal funding is nowhere in sight; and, its narrow focus on high school completion makes this initiative less interesting to potential donors.

Sustainability is another place where innovation plays an important role. If the initiative addresses a number of risk factors, and entails collaboration across a number of professional sectors, then chances are better not only that the initiative will succeed, but that it will also appeal to a wider variety of hosts and sponsoring agencies and organizations when a variety of resources are needed. But innovation is also important when considering the whole question of start-up funding in the first place. Ontario has one situation table that is co-sponsored and co-chaired by three very different agencies. The co-chairs from these agencies and all the front line

people sitting at this risk mitigation table are working, as they like to say, "...off the corners of our desks." In other words this once weekly, 90-minute meeting receives no additional funding; it is wedged into the busy work week of all of these professionals. Any direct costs which it encounters from time to time are shared among the co-sponsors. Meeting space is donated by one of the partners at the table. Hence core funding is not an issue and it does not threaten sustainability. Special, one-off needs, like contracted external evaluators are acquired through grant-slinging. But this does not need to be core funded. There is also something about "equity" in an initiative like this. Agencies which enjoy the success of their initiatives and experience the value-added of collaboration place a higher intrinsic value on the whole exercise and hence, work harder to sustain their own investments in it.

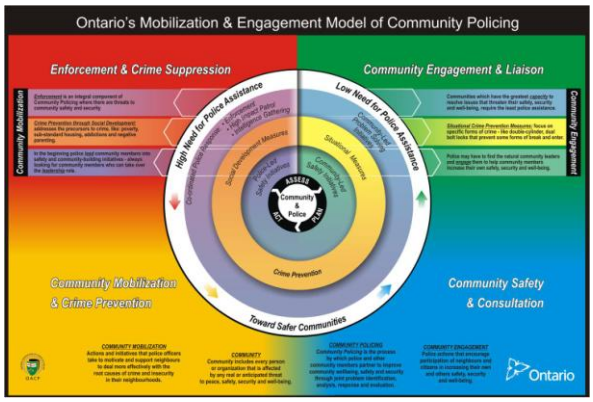
A number of newer situation tables in Ontario are hiring co-ordinators and data analysts, renting meeting space, and paying for promotional materials and other documentation with donated funding. That is good for getting started; but it is hard for sustaining the initiative. Two tables that OWG examined are in jeopardy because of this approach -- notwithstanding the good risk mitigation work they are doing.

In summary:

- One strategy will not work everywhere. Local adaptations of strategies that are tried and proved elsewhere have a better chance of succeeding.
- Innovation is a key to success.
- One of the first places to innovate is around the challenge of profiling community risk factors by interrogating multiple data sources.
- Focusing on multiple risk factors attracts the attention and support of many more agencies, organizations and potential sources for dollars, space, and other resources.
- Soliciting and using start-up funding carries the inherent risk of unsustainability if continuation of the initiatives requires financial resources beyond the start-up grant.
- As a strategy, "If you build it, they will come" shows more promise of bringing about sustained support amid a growing cast of committed, multi-sector partners than does the more traditional, grant-dependent start-up of narrow initiatives.

VII. Mobilize Your Way to Community Safety

Mobilization Thirty-three Ontario municipalities showed the OWG that there appear to be about five predominant approaches to achieving collaborative, risk-driven community safety and well-being; and all of them involve "mobilizing" agencies, organizations and individuals. It reinforces the notion derived some years ago by the Ontario Association of Chiefs of Police, that if police want to have a lasting impact on reducing the demand for police assistance they are going to have to develop and institutionalize the capacities to mobilize a whole host of others to address community problems in new and constructive ways.



Issue-focused Approximately three-fourths of the municipalities OWG visited have not gotten past bi-lateral, issue-focused initiatives. These usually occur when profound symptoms of significant threats to community safety and well-being become so pronounced that a couple of related human service agencies decide to collaborate in hopes of reducing those symptoms to tolerable levels. One municipality brought social housing and mental health into a partnership to address a significant hoarding problem by co-ordinating services. Another convened police, women's support, and addictions to try to reduce the sex trade in one neighbourhood.

Bi-lateral, issue-focused approaches to collaborative, risk-driven community safety are limited largely because they are incident-driven, reactive instead of proactive, focused on too few risk factors, and unsustainable. Too often these initiatives launch with seed money from an issue-based donor agency; and little thought went into how it would be sustained, if it proved effective, after the seed money ran out. Bi-lateral, issue-focused initiatives are neither *inclusive* nor *cohesive*, if they are *theoretically* sound; and that remains questionable

A western, small urban municipality interested soup kitchens, social housing and mental health to focus on homelessness in the downtown core. It was successful. So sponsors used it to leverage a host of other agencies to collaborate at a situation table that targets heavy users of acute care services.

because too often they are addressing symptomology rather than etiology of community threats to safety and wellbeing.

On the other hand, a bi-lateral, issue-focused strategy is a good way to begin to interest the broader community of human services partners in the prospects and potential of collaborative, risk-driven community safety. But this approach has to be a means to a broader end; rather than an end unto itself.

Local Directive

Five municipalities launched collaborative, risk-driven community safety and well-being initiatives with an action of the mayor and/or municipal council. One of these was driven by the police services board -- which reports directly to council. That municipality launched a safety planning exercise by enlisting the support of the mayor and council members -- many of whom regularly convened with the planning group to lend their support and technical skills. Among the 33 sites visited by the OWG, this is the first municipality that actually completed a community safety and well-being plan; and included that plan as an important chapter in the community's official master plan.

Mayors and members of municipal council have unique capacities to "mobilize" just about anyone. We did discover that this is particularly important in rural municipalities where human services agencies are frequently located in another part of the county and political leverage is needed to engage them outside of the comfort zone of their own silo.

A central, rural municipality sent the deputy mayor to the county warden and CAO in order to enlist their support in leveraging co-operation and collaboration from reluctant human service providers.

One municipality actually passed a resolution of council (unanimously!) which declared that "...safety and well-being is the highest priority...." and further that council expected every citizen, business, agency and organization to contribute meaningfully to that goal.

Community Mobilization

This phrase first became prominent in community development circles back in the late 1990s when researchers and practitioners discovered that people living in marginalized conditions are *immobilized* by fear, stress and mental health challenges, exacerbated by poverty, single parenting pressures, substandard housing, illness, etc. But, these scholars discovered, that does not mean that these people are helpless and that the only answer is to compensate with external resources. They discovered that any number of local people can be identified and mobilized to do good things for themselves and their neighbours through a concentrated and supportive mobilization strat-

egy. Called “asset based community development” this strategy brought the phrase “community mobilization” into common parlance.[18]

This was the context for invention of the term “community asset” -- a direct reference to those marginalized individuals who have particular skills, capabilities and energies to build a healthier and safer community, if they can be identified and supported to do so. Identifying and supporting them to do so is what “community mobilization” is all about. “Asset mapping” was one tool for achieving that -- finding the neighbours with something to give, inventorying their skills and capabilities, and building an asset-based, collaborative strategy from there.

Community mobilization, with reference to marginalized people, provides a paradigm shift for many human services agencies (including police) which are organized, mandated, trained and funded to provide compensatory resources for these same neighbourhoods -- based on *a priori* assumptions that such neighbourhoods are little more than collectives of human deficiencies and incapacities. Our human services system is predicated on that notion. We fund those agencies based on estimates of deficiencies[19] in these neighbourhoods. For that same reason, few agencies have been quick to pick up on the merits of community mobilization strategies. Such strategies threaten their sense of their own role and mandate.

Interestingly, two of the 33 sites visited by OWG use the “community mobilization” word in the labels for their collaborative, risk-driven situation tables. In both cases “mobilization” is a reference to getting human service providers to meet and work together. That is desirable; but it is also significantly different from the asset-based community building strategy of identifying, mobilizing and supporting marginalized neighbours in doing better things for their neighbourhood and everyone’s safety and well-being.

A western, rural municipality launched problem solving in two high demand neighbourhoods by mobilizing neighbours to solve their problems, with community support. Successes led municipal governance and human service providers to consider how they might further collaborate to support increased safety and well-being through safety and well-being planning.

On the other hand, three of the Ontario municipalities launched their collaborative, risk-driven community safety and well-being initiatives with effective, neighbourhood based, community mobilization initiatives. In all three cases, police initiated the strategy -- at very low cost or level of effort for police services. In two cases agencies and municipal governance saw dramatic changes in the incidence of emergency response in these neighbourhoods; as well as an opportunity to open multi-

[18] http://www.abcdinstitute.org/

[19] The classic “needs assessment”, first step in designing an initiative exemplifies this deficiency-based approach to community building.

services centres in the heart of these neighbourhoods in order to increase neighbours' access to supportive services.

Risk Mitigation

Risk mitigation initiatives are another useful starting place for collaborative, risk-driven community safety and well-being. There are a variety of such initiatives out there. For example, two of the sites OWG visited have adapted Kevin Cameron's Violence Threat Risk Assessment® model outside the school community to encompass all agencies and organizations which have anything to do with children and youth; further, they have opened the risk assessment protocol to multiple risks -- not just threats of violence. This broadened strategy mitigates risks and is collaborative and risk-driven.

Three of the sample communities operate a "crisis outreach support team (COAST)". This is a collective of acute care providers who collaborate in responding to acute risk situations as coordinated by one partner, which triages self-reported crisis situations as they occur. Seven municipalities included in this sample are launching their own situation tables.[20] But not all municipalities felt like they had the critical mass of acutely elevated risk situations that would be needed to justify a regular meeting of many agencies.

> A western, rural municipality operates a "fast intervention response team (FIRST)". Signatories to a collaborative protocol identify high risk situations and call them in to a coordinator who convenes appropriate agencies, via phone, to customize an immediate intervention to respond to risks.

All of these strategies have in common the capacity to speedily mobilize a collaborative of acute care providers in a more creative and successful intervention before identified situations of acutely elevated risk become incidents that require limited emergency response options. They are collaborative, risk-focused, and proactive.

Social Navigator

One remote municipality has adopted a variation on the social navigator in order to mobilize collaborative, risk-driven community safety and well-being. It involves funding one position for a person with the mandate to help any member of the community obtain the most efficient and effective access to the most appropriate social supports. In this case, the social navigator's job includes advocacy as well as direct referral. Most significantly where collaborative, risk-driven strategies are concerned this social navigator also col-

> "...the social navigator position creates a very stable platform, built on risk data, that compliments the work already done by an active community mobilization group; and fills a void in work needed to enhance collaboration among agencies in our community...."

[20] Weekly meetings of diverse agencies to identify situations in which people, families or locations are experiencing acutely elevated risks of harm or victimization; at which point collaborators plan a customized intervention to reduce those risks.

lects risk data and reports to a collaborative of human service providers who are committed to sharing responsibility to reduce the demand for acute care and emergency response among those community members who absorb the largest proportion of these resources.

Community Based Organizations

In all aspects of mobilization it is important to tap into and make effective use of the talents and perspectives of community members and the many organizations that serve them. These include a wide variety of community based organizations (CBOs) like neighbourhood associations that have raised funding for local programming; longer term service delivery CBOs that execute programs for a variety of federal, provincial, First Nations and local agencies; and larger institutionalized CBOs like the local Children's Aid Society. One OWG technical advisor examined issues of inclusion of CBOs within mobilization and some highlights of that review included:[21]

- There are many opportunities and reasons for CBOs to be involved in planning for community safety and well-being, and risk-driven collaborative community safety and well-being. It is important for local practitioners to conduct an environmental scan in order to identify those which can play important roles. At the core of this process is communication. Consistent engagement with CBOs is imperative in developing relationships and maintaining open lines of communication, offering clarity and a clear direction for the collaborative and risk-driven models.

- Appropriate involvement of CBOs requires consideration of both capacities to deal with the standards of practice for sharing private and confidential information, as well as their core service capabilities. For example, in the construct of a situation table, it is imperative to limit table membership to agencies that have the ability to mitigate the identified risks and offer supports -- generally known as "acute care services." And all of these considerations must be balanced with each agency's legitimacy (real or perceived) to participate with other table members. Some CBOs choose to take a position of strident militancy around issues that are important to them. While that may help motivate public policy changes, or increase public awareness of important issues, it can sometimes also inhibit those CBOs legitimacy for multi-sector collaboration.

- Many local CBOs can play important roles in broader social development strategies. Including them in a strategic alliance of human services at this level will create the synergy and capacity required to generate broader and more sustainable outcomes in community safety and well-being.

[21] Kalinowski, B. (2015). Considerations in CBO engagement in collaborative risk-driven models of community safety and well-being in Ontario. A report to the Ontario Working Group.

- Other CBOs may be more adept at prevention initiatives (like Mothers Against Drunk Driving). The point being that CBOs can exist for any of a variety of reasons; and have any of a variety of services and capabilities. Hence it is important for the local practitioner to learn as much as possible about prospective partners in safety and well-being before enlisting their participation in particular tasks.

- The involvement of CBOs in collaborative risk-driven interventions can and should be symbiotic. All local human services (including CBOs) need to be sufficiently plugged-into local safety and well-being initiatives that they understand what is happening; they know who is involved and why; they are comfortable with their own relationship to the initiative; and they are ready to support the initiative whenever it is appropriate for them to do so. Therefore it is often helpful to have a deliberate communication strategy targeted not only on human services that are members of the collaborative, but also those who are not, but may occasionally be called upon to play a role.

In summary:

- Bi-lateral, issue-focused initiatives are a good stepping-off point for collaborative, risk-driven, proactive community safety; but they are totally insufficient and unsustainable unto themselves because they do not accommodate multiple risk factors and they remain reactive, incident-driven, and exclusive.

- One of the most effective ways to get to collaborative, risk-driven community safety and well-being is through mobilization of marginalized people, themselves. This helps break down the agency paradigm of simply providing compensatory human services and supports.

- Risk mitigation can take many forms. The key is finding the form that best supports local initiatives and is cohesive, inclusive, proactive, and theoretically sound.

- Mandate from the highest power in the land goes a long way toward drawing all appropriate agencies and organizations into the collaborative, risk-driven enterprise. All agencies, including CBOs, may find important roles to play under such directives.

VIII: Evaluating Collaborative Initiatives

Nine Municipalities

Throughout this work we have used language like "data-driven," "evidence-based," and "measurable". Our quantitative analysis of initiatives in 33 Ontario municipalities showed that the characteristic of them which correlated most strongly with "potential for success" was *measurability*.[22] All of that language is designed to encourage Ontario practitioners to do a couple of important things in designing collaborative, risk-driven community safety and well-being initiatives:

- Develop as clear an understanding as possible of the desired outcomes from any initiative the community chooses to invest in; and,

- Put calipers in place that allow the community to not only benchmark their objectives, but also assess if and how well they are achieved.

Almost a third (9) of OWG's 33 municipalities had some kind of evaluation work unfolding with their collaborative, risk-driven initiatives in 2014-15. That gave the OWG opportunity to not only find out how that work was going, but also piece together some evaluation guidelines for practitioners who would think of applying evaluation to their initiatives in the future.

There were three principle sources of evaluation know-how and services for these municipalities:

- Partnerships with local university researchers -- some of which entailed a combination of grant monies and work-study for graduate students;

- Contracting of qualified, independent consultants; and,

- Contributed evaluation capacities of partnering human service agencies.

An OWG advisor surveyed 19 evaluators working in 12 teams that were evaluating a total of 15 collaborative, risk-driven community safety and well-being initiatives, in nine municipalities.[23]

[22] Measurability correlated with potential for success with a coefficient of 0.902 which is significant at the 0.01 level of confidence (N=33).

[23] Most of the substance of this chapter originates with the work of our OWG technical advisor. His entire report may be sourced at: Nilson, C. (2015). "Measuring Change: A Framework to Support Evaluation of Collaborative Risk-Driven Community Safety and Well-Being in Ontario." Delivered to the Ontario Working Group on Collabora-

Most of those initiatives were situation tables; hence, many lessons-learned about evaluation, reported here, apply better to risk mitigation than to initiatives designed for community safety and well-being planning, social development, situational prevention, or emergency response.

Developmental Evaluation

The word "evaluation" generally means finding out how well something worked. But across these nine municipalities OWG discovered that evaluation was applied for different purposes. Much of collaborative, risk-driven community safety and well-being encompasses new theory, new strategies, untried tactics, new policies, and ultimately, the need to develop new expectations and relationships among community partners. In this context evaluation is a very useful "developmental" tool. It can help in designing a collaborative initiative. The evaluation expert who coined that word said about developmental evaluation:

> ...where the environment is too complex and changing too fast for the model of practice ever to be fixed, developmental evaluators can be of great assistance by helping people articulate their hunches and hopes....[24]

As an example, one northern, rural municipality could not figure out what collaborative, risk-driven community safety initiatives would go the furthest in helping clean up and re-develop the downtown core. So the municipality contracted a local university community research group to survey downtown business owners, customers, residents, and visitors in order to get their ideas about what might work best.

A large, urban police service asked neighbours in marginalized neighbourhoods if they would welcome a multi-services centre in the neighbourhood.

Formative Evaluation

Once the collaborative initiative is underway, evaluation can help assess what form it is taking, the processes it is using, the relationships that are emerging among its partners. Formative evaluation may use similar data collection methods as developmental evaluation. But it uses them to make the initiative work better, improve efficiency, and increase effectiveness. Formative evaluation increases the probability that the initiative will achieve desired results.

In a large urban municipality, a formative evaluation of one situation table after one year of meetings discovered that all partners were very pleased to have developed a solid working rapport with each other.

Summative Evaluation

Of course, neither developmental, nor formative evaluation tells us much about whether a collaborative, risk-driven strategy is increasing people's

tive Risk-Driven Community Safety. Prince Albert, SK: Living Skies Centre for Social Inquiry. Report to the Ontario Working Group on Collaborative, Risk-driven Community Safety and Well-being; Spring, 2015.

[24] Patton, M. Q. (2011), *Developmental Evaluation: Applying Complexity Concepts to Enhance Innovation and Use*. Guilford Press.

safety and well-being in a community. For that purpose we have to rely on summative evaluation. This is where we use evaluation to determine if the initiative is having the desired impacts for which it was designed.

One Ontario municipality has operated a situation table since 2012. A formative, or "process", evaluation was completed in 2013. It concluded that all the partners at the situation table had significantly improved confidence and respect for each other; further, that they felt they were more effective when they worked together. At the end of 2014, the first summative evaluation was completed. Among other findings it concluded that this situation table "...directly increases persons' and family members' connections and access to services." That was one of the original objectives of the situation table. OWG's evaluation advisor concluded "...we are currently a little ways away from a comprehensive summative approach to evaluation in Ontario...." because these initiatives are so new. A few more years of experience will see many more summative evaluations tell us how well these initiatives are working at increasing community safety and well-being.

Examination of risk data in a northern, rural municipality revealed that mental health was the top risk factor in more than two thirds of the situations presented at their situation table.

Evaluation Themes

Interviews with evaluators in nine Ontario municipalities showed that they used similar evaluation design processes. Their first step was helping the initiative's partners figure out what they wanted evaluated -- called evaluation themes. For evaluation of Ontario situation tables these included themes like:

- *Collaboration*: who is collaborating; what processes are they using; how well are those processes working
- *Risk factors*: what risk factors are situation tables seeing most often; how do they relate to gender and age demographics; what combinations of risk factors are most prevalent
- *Mobilization*: how quickly after identification of a situation does a customized intervention get implemented; who brings the situation to the table and who has responsibility for intervention
- *Outcomes*: how quickly are people connected to services; are risk factors effectively mitigated.

A large urban municipality spent almost a year building rapport at the situation table before they entertained the first real situation. The theme of their formative evaluation was, quite naturally, collaboration.

Figuring out what they wanted evaluated led collaborative partners to then ask themselves what they wanted to know about those themes -- evaluation questions.

Evaluation Questions

The evaluation questions asked in nine municipalities varied widely, based on the purposes of evaluation (developmental, formative or summative) and the specified evaluation themes. Evaluators in all cases worked with collaborative partners to specify as thoroughly as possible the major questions they wanted answered by the proposed evaluation.

***Table 10*: Examples of Evaluation Questions in Collaborative Risk-Driven Community Safety**

Evaluation Type	Evaluation Theme	Evaluation Questions
Develop-mental	**Problem**	What is the main issue this initiative is concerned with?
	Innovation	What innovation is required?
	Creation	How will this initiative be created?
	Conceptualiza-tion	What is this initiative about?
		What does this initiative involve?
	Principles	What are the key principles of this initiative?
	Leadership	Who is leading this initiative?
		Who are the key champions?
		Is there a steering committee?
		How is the steering committee organized?
	Ownership	Is there shared ownership of this initiative?
	Objective	What is the objective of this initiative?
	Evolution	How can this initiative evolve?
	Vision	What vision drives this initiative?
	Communication	What communication is required?
Formative	**Identifying a Need**	What is the state of community safety and well-being?
		What current pressures exist?
		What are the community demands?
	Determining Capacity	What are the required personnel?
		What are the required resources?
		What expertise is required?
		What level of agency engagement is required?
	Forming Partnerships	Who is involved?
		How are potential partners approached?
		What are the roles of partner agencies?
		How are expectations established?
		What are the mutual expectations?
		How are relationships formed?

		What is the level of buy-in?
	Developing a Plan	What activities are expected?
		Which staff resources will be involved?
		Who is involved in the planning process?
		How are goals developed?
		What are the benchmarks for success?
		Who will lead the development?
	Change	What internal change is required?
		What external change is required?
		What systemic changes are required?
		What realignment is required?
	Implementation	What activities are undertaken in this initiative?
		How are practices determined?
		What practices are most effective?
		What is the target group?
		How is the target group engaged?
		How does collaboration occur?
		How is risk identified?
		How does mobilization occur?
		How is risk addressed?
		What is consistent?
		What is irregular?
		What information is shared?
		What data are collected and stored?
	Consequences of Implementation	Has this affected service workload?
		Has this affected service provider-client relations?
		Has this affected service provider-service provider relations?
		Has this affected service provider-community partner relations?
	Satisfaction	Are service providers satisfied?
		Are community partners satisfied?
		Are clients satisfied?
	Benefits	In what way have service providers benefited?
		In what way have community partners benefited?
		In what way have clients benefited?
		In what way has the overall service delivery system benefited?
		What are the failed expectations?

	Challenges	What barriers have been encountered?
		What progress has been lost?
		What inefficiencies exist?
		What difficulties have occurred?
	Opportunities for Improvement	How can the partnerships be improved?
		How can implementation be improved?
		How can the practices be improved?
		How can collaboration be improved?
		How can risk identification be improved?
		How can mobilization be improved?
Summative	**Impact on Service Providers**	Are service providers more effective in their work?
		Are service providers more informed in their work with clients?
		Are service providers more knowledgeable of other services?
		Are service providers more connected in their work?
		Are service providers experiencing increased communication?
		Is there increased collaboration among service providers?
	...Services	Are services more effective?
		Are services more efficient?
		How has the human service delivery system improved?
		Has there been a reduction in barriers to service?
		Is there greater capacity to address root causes of harm?
	...Clients	Are clients gaining better access to services?
		Are clients engaging in services?
		Do clients feel supported?
		Are client needs being met?
		Has risk been reduced?
		How has risk been reduced?
		Are clients experiencing improved safety and well-being outcomes?
	... Community Safety	Are there improvements in community safety? Is there a change in violence? Are community disturbances decreasing? Is there a reduced fear of crime? Are there fewer injuries? Is crime lower? Are there fewer accidents?

		Is social disorder down?
	... Well-being	Are there improvements in well-being? Have substance abuse patterns changed? Are families better able to meet their basic needs? Has poverty decreased? Is there increased access to safe and affordable housing? Have high school graduation rates increased? Is employment on the rise? Are disease and illness declining?
	...Sustainability	Is the initiative sustainable?
		Are the achieved outcomes sustainable?

Evaluation Indicators

Once evaluators have a good sense of the key evaluation questions collaborating partners want answered, they have to decide just exactly what measures will answer those questions. These measures are known by evaluators as "indicators." Usually, it takes a number of indicators to answer any evaluation question. *Table 11* shows a number of indicators that could be used to evaluate themes like collaboration, risk factors, mobilization or outcomes of the initiative.[25]

***Table 11*: Indicators for Collaborative Risk-Driven Community Safety and Well-Being**

Evaluation Theme	Indicators	
Collaboration	# of agencies involved	Shared sense of responsibility
	Level of commitment among agencies	Shared sense of ownership
	Service provider sense of collaboration	Awareness of mutual benefits
	Formal agreements in place	Comfort level of communication
	Formal communication channels	Sense of interdependence
	Information sharing mechanism	Sense of reciprocity
	# opportunities for information sharing	Shared value of relationships
	Partner understanding roles	# of meetings between managers
	Shared perspectives of the initiative	# of meetings between staff
	Cohesion among partner agencies	# of shared interest initiatives

[25] Most of these indicators pertain to situation tables and other risk mitigation initiatives. Other indicators would be needed for things like community safety planning or social development. Indicators for the full array of collaborative risk-driven community safety and well-being initiatives were published by the OWG last year and may be seen in a document entitled, "Performance Measures for Community Safety and Well-being," accessed via free download at: http://www.oacp.on.ca/news-events/resource-documents/ontario-working-group-owg.

	Alignment of agency priorities	# of interagency activities
	Opportunity for ongoing feedback	Shared sense of mutual risk
Risk	# of risk factors	Improved risk assessment scores
	# of acutely-elevated risk situations	Changes in risk factors
	# of risk reductions	Client perceptions of risk
	# of situations reopening	Agency perceptions of risk
Mobilization	# of situation referrals	# of agencies reporting back
	# accepted as acutely-elevated risk	# of agencies following up with client
	# of situations discussed	# of referrals to outside agencies
	# of interventions planned	Human service provider satisfaction
	# of interventions mobilized	Duration of service provisions
	# of interventions completed	Length of time to access services
	# of services informed	# of situation rejections
	# of services connected	# of agency tasks
	# of services engaged	# of systemic issues identified
	# of agencies involved	Personnel commitments of agencies
	# of agencies bringing situations	Staff availability to participate
	# of agencies participating	# of intra-agency referrals
Outcomes	Improved agency capacity	Child protection reports
	Improved service provider knowledge	Child protection investigations
	Improved service responsiveness	Child protection diversions
	Decreased wait times	Child protection apprehensions
	Client satisfaction	School truancy
	Client access to services	School drop-out
	Reduced barriers to service access	School graduation
	Reduced calls for police	Breach of probation orders
	Reduced charges	Compliance with probation orders
	Reduced crime	Mental health admissions
	Reduced victimization	Mental health status
	Reduced fear of crime	Mental health breakdowns
	Reduced emergency room visits	Incidents of domestic violence
	Reduced hospital admissions	Incidents of public disturbance
	Detox admissions	Unemployment
	Reduced relapse	Homelessness
	Addictions treatment completions	Suicide
	Addictions recovery	Evictions
	Alcohol consumption	Gangs
	Drug use	Mortality

	Client health status Income assistance caseload	Injury Sickness

Data Sources

It requires experienced and qualified evaluators to figure out exactly how to collect the kinds of data and information which can be reliably used to answer the evaluation questions specified by collaborating partners. This is a point in the evaluation planning process where collaborating partners want to make sure that they are selecting the most qualified evaluation experts to do this measurement work.

A first question to ask is whether it is possible or desirable to use primary or secondary sources of the required data. Primary sources would involve direct observation or questioning of the people themselves. For example, evaluating collaboration at one situation table entailed telephone interviews with the agency representatives who sat at that table; as well as with their mid-level bosses in their home agencies. Those primary sources gave the collaborating partners a good sense of how well collaboration was working and what processes could be adjusted to make it work better.

Secondary sources of data and information can be databases that are developed and maintained by the home agencies of situation table partners. For example, if we wanted to know whether the situation table is effectively mitigating risk factors associated with mental health issues, we could seek answers from data kept by police, emergency medical technicians, hospital emergency rooms, and mental health agencies. But secondary sources can also include individuals who know about people or families we are concerned about. A survey might, for example, ask questions of mental health professionals who work in the target community and have a good sense of trends in the incidence of mental health issues.

Qualified Evaluators

Qualified evaluators should also be in the best position to advise the collaborative about how data will be collected through such methods as surveys, focus groups, direct observations, data mining and many more. For example, highly qualified statisticians working for a large Ontario municipality mined data from a number of different agencies in order to construct an index of well-being that can be applied to any neighbourhood in that city. Two northern, rural municipalities are convening “data consortia” to see if they can come up with something similar.

A large metropolitan police service hired some university professors to evaluate a neighbourhood mobilization initiative. The academics are qualified in survey research methods; but not experienced in applying those methods in marginalized neighbourhoods. They tried a mail survey and achieved less than a 4% return rate.

One of those consortia is chaired by a qualified epidemiologist who was donated for this purpose by the local health integration network. The point of this observation is that qualifications to do this kind of work are very important; and too often, collaborative partners who want this kind of work done, do not feel capable of selecting the most qualified evaluators.

In a northern, rural municipality, the university partner knew how to do research in marginalized communities. Data gathering was comprised of sitting quietly and taking excellent notes on things seen and heard as neighbours and agencies discussed important is-

At the same time, many academics and consultants come to an evaluation task like this with superlative research and evaluation skills, but very little knowledge of collaborative, risk-driven community safety and well-being. Both of these kinds of challenges argue strongly for collaborative partners and potential evaluators coming together early in the design and development of an initiative in order to grow together as they begin to think about the role and methods of evaluation. That would answer another challenge that academic researchers shared with the OWG evaluation advisor:[26]

> Often they [the collaborating partners] have identified what they think they need by way of research and evaluation, but often these ideas do not cohere into a do-able project.

A Community of Practice Approach

If we are to take seriously the widely-expressed notion of evidence-based practices in Ontario, it follows that steps must continue to bring about a more generalized understanding of what that means, and how it can be achieved. A commitment to continual and rigorous evaluation is a good start. But, it will also be important that reciprocal knowledge exchange, between and among practitioners, policy makers, researchers, evaluators and educators, become an easier task. Another OWG advisor was tasked this year with examining the potential in this arena, leading to an environmental scan entitled "The State of Community-Engaged Research Supporting Community Safety and Well-being in Ontario."[27] Several observations from researchers participating in this study have relevance to this discussion of evaluation, and more importantly, to what can and must be done with the insights gained from the developmental, formative and summative experiences of adopting communities and agencies:

- A key challenge identified by several concerned the 'institutional penetration' of research-based knowledge. One particular example was provided where strong evidence

[26] Corley, C. (2015); The State of Community-Engaged Research Supporting Community Safety and Well-being in Ontario: Toward a More Coherent Approach." Report for the Ontario Working Group on Collaborative, Risk-driven Community Safety and Well-being.
[27] Ibid.

was ignored in a policy decision, which had profound implications for community safety and its providers.

- On collaborative approaches to research and knowledge exchange, one researcher stated:

  > "We can talk collaboration all we want – but if you don't require it, resource it and reward it, it won't happen. In an idealized world we will all collaborate. Part of the real world reality however, is that we are all cut to the bone and struggling. And there are fewer incentives to collaborate. Even practitioner organizations are all budgeted and funded independent of one another."

- Knowledge transfer remains a key challenge – both in terms of the sharing learnings across research clusters and converting them into practical 'implementables' and/or curricula.

- Many senior officials still give short shrift to 'evidence-based' approaches – particularly when the evidence is counter to their deeply held beliefs.

- A lack of evidence-based approaches is commonplace in government and there is little consultation by government with the research community.

- Sometimes it seems that [policy makers] view new knowledge as unnecessarily disrupting the *status quo*.

This study concluded that, considering the amount of public funding directed to community-engaged and applied research and evaluation activities, a more coherent approach – involving a degree of centralized coordination and brokerage – could provide a strong value proposition.

Challenges

Not unlike other endeavours, evaluation of collaborative, risk-driven community safety and well-being initiatives is fraught with challenges that need to be addressed. *Table 12* shows some of those that emerged in the nine municipalities that were doing evaluation work in 2014-15.

***Table 12*: Frequent Challenges in Evaluating Collaborative, Risk-driven Community Safety and Well-being Initiatives.**

Challenge	Description
Context	Pressure from external sources to conduct certain types of evaluations or use certain types of research methods: sometimes that pressure comes from collaborating partners; from the broader academic community; or from sources of funds that are driving the evaluation. But no matter their source, it severely limits the evaluators and collaborative partners coming together in an evaluation

	design that best suits the initiative.
Resources	Resource shortages: these include insufficient funds to pay for experts or services required; insufficient qualifications of available evaluators (e.g. researchers who do not know how to work with culturally sensitive groups); insufficient time to do a quality job; and depleted energy needed to do a good job owing to time pressures from other activities.
Measurement	Inappropriate indicators: for example, asking people if they approve of a situation table intervention when they really want to know if that intervention mitigated any risk factors for the individual. This only reinforces the importance of evaluators and the clients collaborating in decisions about: type of evaluation; themes; evaluation questions; and indicators.
Data Collection and Analysis	Insufficient, inaccurate, or limited access to data: an example comes from one municipality where the collaborative, risk-driven initiative focuses on children and youth. The board of education is party to the initiative, but steadfastly resisting any overtures from other partners to provide access to data like school completion rates, types and frequency of disciplinary actions, etc.
Sensitivity	Cultural, political or historical sensitivities: most of Ontario's marginalized populations have been studied, researched, and evaluated extensively. Yet their conditions of marginalization rarely change. Is it any wonder that someone coming into those communities, from more privileged environs, to do yet another piece of research would make these people feel objectified and exploited? Such cultural insensitivities significantly threaten sample sizes as well as validity and reliability of information that is obtained.
Imbalance	Focusing on outcomes and ignoring processes -- or *vice versa*: the point is to encourage practitioners and evaluators alike to be deliberate, cohesive, and inclusive in their evaluation -- just like they want to be in the collaborative initiatives. What good is it to know that people sitting at the situation table are pleased to be working together, if we cannot tie that observation to one about increased and timely access to needed services for those on whom the table is intervening?
Participation	Getting sufficient participation from different stakeholders: this relates to an innovation in collaborative, risk-driven community safety and well-being; *viz.,* breaking down professionalized vertical siloes to enable effective collaboration. One municipality asked developmental evaluators to find out why some groups and organizations were willing to partner; and others were not. The evaluators could not get an interview with two, key, agencies that refused to join the situation table.
Follow Up	Evaluation results are ignored: this is the bane of evaluators' existence. They, like all other professionals, want to think that the work they are doing is useful. Sea-

	soned evaluators will address this challenge early in the evaluation design stage by asking collaborative partners what decisions they are prepared to make based on the full range of possible evaluation results.
Planning	Insufficient thought to design, methods, stakeholder engagement: this challenge arises for two principle reasons: either the collaborative partnership does not allow enough time for evaluation design because they think they are in a hurry for evaluation results; and/or there is too little participation on the part of the collaborating partnership in evaluation design. That last condition often comes down to evaluators thinking they are the experts in evaluation and not inviting sufficient input and participation from their client. If the client blindly accepts evaluator advice because they feel particularly unqualified to contribute to evaluation planning, these two parties are setting themselves up for failure.
Power	Different power struggles between frontline staff, partners, managers: frontline participants at a large, urban situation table made the time and provided significant inputs to evaluation design. Senior executives of some partnering agencies demanded the evaluation be done; and withheld executive decisions pending outcomes of the evaluation; while, at the same time, refusing to make themselves accessible for evaluation planning or even process interviews.
Complexity	Multiple sites, partners and activities involved: collaboration across vertical siloes is new to just about everyone. That is what makes it "complex". That only means that no one is good at it yet. All the more reason to 1) get the evaluation design work started early; 2) allow enough time for thorough design; and 3) ensure that all the important partners are engaged in that process with the evaluators.

Conclusion

Evaluation of collaborative, risk-driven community safety and well-being initiatives is new to just about everyone. There are no formulas or stencils that anyone can pull off a shelf and simply overlay on any particular initiative. In that sense, even outcome evaluation is going to be "developmental." That is alright. But it does mean that evaluators (whether from university or private practice) have to come out of their siloes and engage more fully with the clients they have chosen to serve; and, for their part, collaborative partners have to be willing to engage in evaluation design even if it means learning some highly technical material and forecasting management decisions for which, until now, they relied on external "experts." In the meantime, at minimum, everyone who leads or claims to undertake a collaborative risk-driven initiative should be strongly encouraged to invest in developing a suitably qualified evaluation team, developing baselines against the multiple factors of measurement available to them, and committing to continuous measurement and reporting at the developmental, formative and summative stages of their project's evolution.

In summary:

- Evaluation can be used to help design an initiative, improve it, or measure its outcomes. The challenge for practitioners is to decide what they want to use the evaluation for.

IX. Breaking Past Patterns

The Case for Continuing Guidance

It became clear to our OWG study team that in all 33 jurisdictions examined, and by extension, in all others across Ontario, among the greatest challenges in moving forward will be the need to overcome established patterns and to realign current efforts and past investments. These emerging models of collaborative, risk-driven planning for community safety and well-being arrive at a critical time for municipalities and First Nations communities, but they are not emerging in a vacuum. Quite the contrary, Ontario's police agencies and their various human service partners, while perhaps not innovating on the scale we are now seeing, have been at least actively experimenting for decades with a wide variety of ways to respond to identified community priorities. The result has often been a patchwork of well-intentioned initiatives, and too often in practice, these have amounted to expensive, competing, misaligned efforts, or in efforts too disconnected from the people and the real needs they were intended to serve.

Characterized by their focus on evidence-supported risk factors and protective factors, data driven planning and multi-sector inclusiveness, the models outlined by the OWG and since discussed further in the Ministry of Community Safety and Correctional Services' *Community Safety and Well-being in Ontario: A Snapshot of Local Voices*[28] call for coherent and deliberate community-wide approaches, directed from the most influential voices and connected to those most directly in need for services and remedies. A deep and shared understanding of these distinctive features will be an essential prerequisite to change.

In communities studied where there existed some degree of technical guidance and theoretical assistance, whether provided by ministry staff and tool kits, by independent advisors and academics, by the independent researches of local practitioners, or some combination of these resources, a measurable increase in potential for success was clearly evident. We believe this has implications for the path forward. It is not within our mandate to prescribe structural solutions, and those decisions will remain with policy makers and agency officials across the system. But, we will assert with confidence that some form of continuing "centre of excellence" would be a necessary and welcome support and would lend guidance to the broad strategies for community safety and well-being that are rapidly taking shape in Ontario (see Section X. Provincial Leadership is Well Timed).

[28] MCSCS (2015). Community safety and well-being in Ontario: A snapshot of local voices. Ontario Ministry of Community Safety and Correctional Services.

Seven Key Lessons Learned

In these final two sections of the report, we first provide a summary and a forecast of the seven most vital lessons that such continuing guidance might include and build upon. The final section then picks up from there, and offers some opportunities where the two-year work of the OWG might begin to align closely with still forming policy directions arising from the extensive stakeholder and community consultations conducted by the Ministry of Community Safety and Correctional Services[29].

1. The highest level directive and imperative for collaborative, risk-driven community safety makes a notable difference

Getting Every-one to the Table

It is challenging enough to collaborate across professional siloes when everybody is familiar with what has to be done and how to do it. But when there are new ways to think about community safety and well-being, and new tactics to learn about how to achieve them, collaboration becomes an even bigger challenge.

It therefore helps a lot to have some local, superordinate power or authority mandate and support the enterprise; and the larger the municipality, the more important that is. In large municipalities a plethora of agencies remain highly distributed and deeply departmentalized -- all of which makes it very difficult to achieve the levels of collaboration, transparency, consistency of practise, and universal understanding of the nature of the enterprise.

In small municipalities a superordinate imperative is needed in order to get partners to the table. One of the strongest predictors of local success is *inclusiveness* (comprehensive, complete, exhaustive and thorough); this is not an enterprise that can thrive if anyone is refusing to participate.

Superordinate Authority

Local governance is the obvious superordinate authority with a capacity to issue a higher order directive and imperative. They are doing that all the time with respect to other issues and investments that affect community -- so why not safety and well-being? Another advantage of using local governance for this purpose is that it thereafter becomes easier for any emerging safety and well-being plan,

[29] Ibid.

strategy, initiative, and/or program to become part of the fabric of local governance -- like the local, official municipal plan.

On the other hand, some communities may benefit from the support of other superordinate authorities like the local health integration network or a human services and justice co-ordinating committee. Both have over-arching mandates which can be used to leverage reluctant ingénues into the community safety and well-being planning business.

2. A good grounding in the theory of collaborative, risk-driven community safety and well-being, and a solid evidence base, are prerequisites to the success of local initiatives

The word "theory" may be elevating this subject to a level of abstraction that belies its logic and simplicity. In using this word we are basically encouraging practitioners to re-examine long-held assumptions, and familiar practices; and replace them with some new ideas and ways to proceed.

Risk Driven

For instance, take the idea of anticipating the probability of harms by observing risk levels, and mitigating them before they create a victimizing incident. For years we have tried to increase police speed of response; increase efficiencies in policing; and add technical specializations (like mental health) to the police repertoire; without sufficiently questioning the fundamental assumption that police, for the most part, are a reactive service -- there to mop up after something has gone wrong. Where police are acting proactively, it is usually relegated to specialized individuals ("neighbourhood officers," "community services officers") or units ("community mobilization unit") rather than integrated into everything the police service does. The same can be said about all acute human service agencies and organizations. The challenge we now face in planning for community safety and well-being is how to get out in front of harmful incidents so that we have less mopping up to do in the first place.

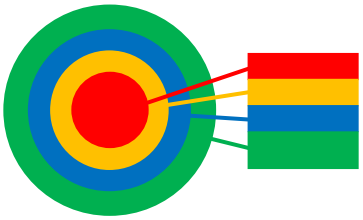
We Are What We Measure

Another *a priori* assumption we have to re-examine is that police are principally in the business of fighting crime. UCR (uniform crime reporting) is barely an accurate description of what police actually do; and it is grossly insufficient for describing the status of the community in which police apply themselves. UCR does not detail the 70-80 percent of all public calls for police assistance that do not relate to chargeable offenses. The biggest problem with it is that so long as we use UCR

categories to report police activities and investments, we automatically exclude any of the other human service providers and perspectives that need to brought into the enterprise of making the community safer and healthier. One result of that is that police continue to be challenged by calls for service that could have been pre-empted by proactive interventions of other human service providers if they had good data and processes for anticipating risks and harms.

Multi-lateral Initiatives

We have to change our calipers; or at least add some new ones. Many Ontario municipalities have launched bi-lateral, issue-driven safety initiatives on the basis of a spike in police occurrence data. This year's OWG field research showed that those issue-based initiatives that have the greatest chances of succeeding have addressed the antecedents to the social disorder police are called to suppress. So, instead of simply focusing on "troubles with youth" they recognize the harms of poverty, addictions and negative parenting and mount efforts to provide supports which help youth deal with these realities. Bi-lateral, issue-based initiatives that do not unpack the symptomology that police statistics report have a very short lifespan. Those which do, quickly realize that their effort exceeds even the capacity of youth-specialized agencies and they have to enlist the support and collaboration of a host of other local providers.



Ontario's *Framework for Planning Community Safety and Well-being* provides a useful tool for representing the full range of theory and practice that can make our communities safer and healthier. Presented as a planning model, it encourages local partners to source and analyze data that is most pertinent to all four levels: emergency response, risk mitigation, prevention and social development. Examining data from all four levels, in turn, fosters the perceived need to collaborate across vertical siloes, and encourages local partners to be bold in confronting local barriers to collaboration.

3. Community mobilization offers multiple points of entry into collaborative, risk-driven community safety

Engaging Agencies

Any strategy or initiative which engages agencies or services that have significant capacities to further community safety and well-being has to be considered a good thing. We have already noted that for the most part Ontario municipalities are doing that in the formation of bi-lateral partnerships which are set up to address specific high-occurrence incidents of harm or victimization. They are fairly exclusive; issue-based; incident-driven; and often their sustainability is highly vulnerable. So the challenge is to convince such a partnership to entertain the antecedents to the symptoms they are organ-

ized to address; and to invite into their efforts a host of other, local, service providers which can increase the depth and breadth of capacity to reform systemic problems.

Mobilizing People

However, if we apply the "mobilization" notion only to agencies and organizations, we are at the same time perpetuating the welfare approach to social and human services. That has been proved over years and years of trying to be too expensive and ineffectual. Applying the phrase "community mobilization" to a collaborative of agencies begs the questions, "Are agencies 'community'? Where are the people?" One very useful exercise for any community which chooses to undertake a safety promotion initiative is to spend some time answering the question: "What is the role of the people we are trying to serve, in each quadrant of the *Framework for Planning Community Safety and Well-being*?" The best ways to find answers to that question are broad and inclusive consultation strategies with the heart of "community": the people whose lives need to become safer and healthier.

Safety Promotion

Mobilizing and engaging people and organizations for any single initiative, in any quadrant of the *Framework for Planning Community Safety and Well-being*, is a good start to safety promotion. But it is just a start. It should not be an end unto itself. For example a COAST (crisis outreach and support team) may help reduce the demand for emergency response to mental health crises. That has to be considered a success -- as far as it goes. But unless it also fosters efforts to mitigate them (by, for example, motivating primary health care providers to conduct routine mental health screenings whenever they see a patient and making effective referrals for mental health care) and stimulates social development initiatives that prevent them (like teaching positive parenting to all first-time parents), we are not doing safety promotion. The challenge for any community then, is to ask of any single initiative, "How will this inform and mobilize effective safety promotion initiatives in all four quadrants of the *Framework*?"

4. Thoughtful, progressive adoption supported by proven practices, leads to effective planning for community safety and well-being

Deliberate

There are many entry points for a comprehensive plan for community safety and well-being. As reported earlier, some municipalities started by passing a resolution of municipal council and organizing a safety and well-being planning table. Others are getting there by spring-boarding off a current, bi-lateral, issue-based initiative. Some municipalities have taken advantage of police capacity to engage community partners and allowed formation of a situation table to drive broader interests in rolling-up risk factors to inform a

planning process. Any route works; the point is to have a *deliberate* route (thoughtful, purposeful, methodical, planned and measured).

Coherence

An easy way to effect progressive adoption is by working to achieve *coherence* (rational, logical, reasonable and connected). This means entertaining the possibility of connecting any single issue-based, bi-lateral initiative to others that are already operational. All programs connect at the level of the social determinants of health. For example, a youth diversion program would benefit from seamless connections and inputs from a youth mental health initiative; and of course that ties nicely into high school completion incentives, youth mentoring, and even positive parenting programs.

5. Local innovation and adaptation shapes the strongest path to sustainable safety and well-being initiatives

Adaptation

As already noted, collaborative, risk-driven community safety and well-being embodies transformations that are emerging all over the world. Canada has access to some of these learnings through the CACP Executive Global Studies Program[30], and Canada's community safety research and practitioner communities are also increasingly connected with like-minded leaders around the globe. Provincial initiatives like Health Links also engender risk-driven collaboration and co-ordination of services. No doubt other sectors (education, social services, etc.) do too. The point is that we have no end of creative strategies and tactics to learn about and consider for our own local applications. But those applications will work best if we 1) learn everything possible about the theory and practice that underlies them; 2) articulate clearly just exactly what effects we would like to achieve; 3) consider carefully what effect their adoption might have on other important initiatives in our communities; and 4) consult fully with all community partners about their potential and the requirements they have for implementation. This kind of analysis will help determine this particular initiative's *adequacy of scope and rigour* (range, scale, discipline, precision and meticulousness). It will ensure the best possible local results; and minimize the need for repeated trial, error and adjustment.

Innovation

In lieu of adapting an initiative proved successful elsewhere a municipality can improvise and invent their own tactics for achieving safety and well-being. An example is the western Ontario municipality that liked the rigour and discipline of the situation table process; but decided it did not have the critical mass of acutely elevated risk situations to justify a regularly meeting situation table. So they adapted some of the process of

[30] See www.cacpglobal.ca

the situation table to an *ad hoc* system involving one co-ordinator who receives the notification of a situation of acutely elevated risk and wires-up the appropriate intervening agencies via intermediate technology.

6. Evaluation of collaborative, risk-driven initiatives is new; but essential

Evaluation

Whether adapting or innovating, evaluation is an important tool. It can help you decide what you need to do; who should be involved; how it should be organized; and ultimately, whether it is achieving the desired results. Building evaluation into these considerations at their outset will ensure *measurability* (assessable, discernible, calculable and evaluable); and this characteristic was one of those that turned out to be the strongest predictor of a safety initiative's potential for success.

The most common application of evaluation is a *post hoc* effort to prove that an initiative worked in order to justify front-end investments. That approach to evaluation is not much better than a crap shoot. Whereas evaluation could be used to help safety initiatives achieve their desired goals, as well as measure outcomes to prove it. Developmental evaluation helps practitioners figure out what will work; formative evaluation helps figure out how best to implement the initiative; and summative evaluation helps discern final outcomes. But to fully benefit from evaluation, practitioners are going to have to learn more about it; develop more capacities to know when it would help to use it; and refine their capacities to select evaluators who will be most helpful.

Data Integration

Data should drive the initiative. It helps practitioners decide what risk factors need to be addressed first; what vulnerable groups should take priority; and what outcomes should be sought. A lot of the necessary data already exists in disparate sources that need to be brought together in order to provide a solid profile of the community. That is the first challenge in community planning for safety and well-being; *viz*., how does the community collect sufficient data from a variety of agencies in order to develop a valid profile of community safety and well-being? In doing that work, even before an initiative is launched, practitioners are also laying the groundwork for summative evaluation at which point in the future, the community can assess how well its tactics worked. Some municipalities can afford a central planning and statistics unit that does that work; but most cannot afford that level of capability. Some municipalities have brought data people together from a variety of agencies and asked them to solve this problem. In some municipalities there still exist social planning councils which have some capacity to do that. But perhaps the most common approach to this challenge is the tedious job of conducting individual interviews with data gurus in

each key human service agency and then rolling-up a profile which is then reviewed and improved by those agencies, acting unilaterally. At some point in that process those agencies which started this process jealously guarding their insular siloes will find it necessary to meet in order to at least interpret the meanings of these data, if not consider their implications for community safety and well-being planning.

7. Technical assistance is needed, first and foremost, to help break old patterns of problem-solving

Learn What You Don't Know

Those municipalities which showed the highest potential for success scores also received various types and forms of technical assistance. It can take many forms starting with outright contracting of technical consultants, in which case it is very important for the practitioner to understand what they need, and be able to discern whether a designated consultant can deliver. Another approach is available to those municipalities which harbour community college or university faculty who have the necessary skills to do the work. But in both cases, the practitioner is encouraged to abide by the old rule for recruiting technical assistance: "If you cannot explain what you need to have done, or how you expect it to be done, then do not ask someone else to do it!"

Know What You Need to Learn

In nine of the 33 municipalities visited this year OWG advisors ran into practitioners who were not having a good experience either with university or private consultants. In a couple of cases the professional relationships between the municipalities and the consultants had broken down -- to everyone's disappointment. In all cases, most of these problems reduced to a client who did not have a good grasp on what they needed; a consultant who tried to impose some technology with which they were familiar; and very poor communications capacities to discern if there was any resonance between those two positions. In the end, it is the practitioner who suffers most from this impasse. They have wasted the resources and time poured into the exercise; and they still do not have a way to resolve their technical challenges.

Other Sources

There are at least two other important sources of technical assistance for local safety promotion. One is in various offices of provincial government -- like the External Relations Branch of the Ontario Ministry of Community Safety and Correctional Services, which is developing practical tools to help municipalities engage in community safety and well-being planning. Other ministries too, are developing concepts, tools and guidelines for local practitioners.

Another source is a growing community-of-practice in safety promotion. This is comprised largely of local practitioners who are learning from their own experiences; wish to learn from the experiences of others; and, above all, choose to share their lessons-learned with anyone engaged in similar work, for similar purposes. Such a group has already emerged spontaneously among Ontario practitioners of situation tables; and that community-of-practice seems to get larger every day. Additionally, in the year ahead, the OWG will work to support a more centralized and co-ordinated community-of-practice that will not only put practitioners in touch with each other, but also offer a repository and distribution centre for pertinent documents.

Start Early

One of our OWG advisors interviewed university people who complained that too often they are asked to provide technical assistance too late in the game. That is, too many front-end decisions about the community safety initiative had already been made without expert advice; thus setting up a situation in which even contracted expertise cannot improve things. Their answer to this conundrum was simply to include technical advisors earlier in the initiative's design and adaptation stages. But we also ran into practitioners who claimed that their hired consultants came into the initiative not listening to local plans, needs or concerns; but simply imposing their past experiences and acquired knowledge from similar, but distinctly different applications. Both of these problems have to be overcome by astute practitioners who must have a good idea about what technical expertise is required; and a solid capacity to discern whether proffered consultants can deliver it.

X. Provincial Leadership is Well-Timed

The Province of Ontario has the capacity to catalyze a safer and healthier Ontario

> *Overall, the most significant learning from the community engagement sessions is the strong recognition across the province of the need to change the way we look at service delivery in all sectors moving forward in order for Ontarians to get the services they need, when they need them. Relying solely on reactionary and incident driven responses to community safety and well-being is inefficient, ineffective and unsustainable. It is encouraging that communities continue to move towards innovative, collaborative and risk-driven approaches to prevent crime and victimization and increase safety and well-being in a more effective and efficient way.*[31]
>
> MCSCS (2015), *Ontario's Way Forward: A Snapshot of Local Voices*

Over the past several months, messaging out of Ontario's Ministry of Community Safety and Correctional Services has noticeably begun to shift away from a focus on policing futures to a more broadened discussion about an emerging "strategy for a safer Ontario". This still forming direction no doubt remains subject to deeper deliberations among policy makers within the Government of Ontario, but it has already begun to shape several recent exchanges between the Minister and key stakeholders who formed and who have advanced a number of recommendations under the Future of Policing Advisory Committee (FPAC) since 2012. It would appear that Ontario may be poised to formalize its commitment to the same multi-sector, risk-driven approaches that have been the focus of the OWG's two-year life span. The timing could not be better. There is currently no mechanism by which the OWG will continue beyond its current grant funded deadline. Thus, if the OWG's concluding efforts could somehow be aligned behind this emerging policy direction, new possibilities will loom large as a result.

Earlier in this report we raised the concept of a "centre of excellence", and throughout, we have identified many real and perceived barriers, whether legislative, regulatory, or just plain habitual, that continue to impede many of the necessary partners from fully embracing these models at the community level. We invoked the idea of the higher order directive as a powerful lever for gaining commitment to community action on the one hand, and for overcoming past patterns of behaviour on the other. A provincially driven strategy, one that cuts across the disciplines that are represented in ministries, agencies, and both provincially and philanthropi-

[31] MCSCS (2015), *Ibid.*

cally funded community partners, would indeed be a major ingredient in the full tonic that is needed for success and sustainability in these new approaches.

And, as we have pointed out in several preceding sections, police and their governing authorities bring a special kind of leadership into the communities they serve. As such, even a multi-sector strategy that aims to go beyond policing and community safety would be well served by municipal leadership, augmented with multi-sector partners, and supported by provincial vision, policies and practical guidance.

Of course, the strongest argument for tapping the concluding work of the OWG as a partial foundation for the ministry's emerging initiatives stems from the partnership that has already been underway between MCSCS and the OWG from the outset. It was ministry funding that gave continued life to the OWG for its two-year period of deliberations and studies. Several members of the ministry staff have maintained an active presence in these OWG activities throughout. Much of the technical guidance that is making a notable difference among some of the 33 communities studied this year has come directly from the tool kits and expertise being provided by ministry staff as they pilot the formative centerpiece of their strategy, the OWG-proposed *Framework for Planning Community Safety and Well-being* and its related *Performance Measures* model[32].

Shaping the Provincial interest – vital contributions to communities

We propose, based on the OWG studies, that provincial interests lie in some mix of providing and/or facilitating several elements that are vital to sustaining and guiding the growing momentum surrounding collaborative, risk-driven models of community safety and well-being in Ontario communities, and each of these is discussed in some detail below:

- Enabling through legislative and regulatory frameworks
- Realigning the core functions and roles of police
- Facilitating multi-disciplinary learning, analytics and research capacities
- Advancing consistent outcomes based performance measurement and reporting

[32] Russell & Taylor (2014). New Directions for Community Safety in Ontario: Consolidating lessons learned about risk and collaboration. At: http://www.oacp.on.ca/news-events/resource-documents/ontario-working-group-owg

An Enabling Regulatory Environment

There are a number of areas of current legislation and regulation that consistently arise as real or perceived barriers to effective collaboration. Most notable is the absence of any over-arching legislative, or for that matter, even clear policy pronouncements, anywhere, that would suggest collaboration might be required at all in the execution of public services. This alone might explain decades of increasingly siloed behavior in virtually every aspect of the enterprise. A regulatory environment is required that at minimum, establishes:

- An expectation that all justice and human service providers will recognize and act upon opportunities to collaborate with each other in the interests of the most economical and effective delivery of the services required by the communities they serve;
- A clarification across all sectors that the carefully limited sharing of information, on the basis of implied consent and within the limits of consistent purpose, is sometimes essential to recognizing and meeting the needs of people and families facing acutely elevated levels of compound risk factors;
- A requirement that all communities in Ontario invest in some form of collaborative, inclusive and broad based planning to address the social, health and criminogenic risk factors that arise within their sphere of influence; and,
- A designation of local responsibilities suitable for giving effect to these same community safety and well-being planning requirements.

Realigned Expectations for Policing

As the province's policing system moves forward to align itself with the more complex future vision emerging from the FPAC process, the opportunity also exists to institutionalize the expectation that police will collaborate with multiple human service partners in a deliberate manner and on a regular, proactive basis. In particular, three areas for potential change in the defined roles of police stand out:

Shifting emphasis from crime prevention to safety promotion - Neither the economic arguments surrounding sustainable policing, nor the continued legitimacy of policing in a modern Ontario are well served by a continuing preoccupation with crime itself, to the exclusion of other forms of social disorder and the full spectrum of risk factors that give rise to calls for service.

Responsibility for service delivery - The accountability of the police service should not end with satisfactory execution of police-specific roles and duties. Rather, as the agency best situated to recognize community risk factors, and perhaps least suited to put into

effect the necessary protective factors, the scope of a police leaders' accountability should extend to the overall safety and well-being of the community they serve, thus requiring their governing bodies to also ensure that specific and legitimized steps are taken by police to mobilize others if the necessary outcomes are not being achieved.

Responsibility for engaging in community safety and well-being planning - Current adequacy standards in Ontario require police services to complete regular community-informed strategic plans, but to date, these have been limited to the scope of police duties. This requirement should be expanded to also provide for active participation in collaborative planning for community safety and well-being.

Multi-disciplinary Knowledge and Guidance

As introduced earlier in this report, there is a rapidly growing need for more mechanisms through which adopters working in all sectors can more effectively share in the learning they are achieving, the knowledge they are applying, and the social science to which they are contributing as they proceed with local variations on collaborative risk-driven approaches. As well, this report highlights the measurable value that technical guidance brings to the potential for success in community applications of these models, and some continuing source and equitable access to such guidance will be increasingly important to all Ontario communities as a broader provincial strategy takes shape.

Without being prescriptive as to form, structure and funding options, we offer the following as possible components of a province-led, or province-facilitated, model for knowledge development and transfer to practice.

New skills for police service members and leaders – These new models challenge police to broaden their understanding of their roles and duties, and new competencies will be required to shift the emphasis from crime fighting to safety promotion. The current discussions surrounding police training and professionalization in the province present an ideal platform for attention to these considerations.

Multi-sector learning – According to social scientist Etienne Wenger[33], the three structural characteristics of a community of practice are *a domain of knowledge*, which creates common ground, inspires members to participate, guides their learning and gives meaning to their actions; some *notion of community*, which creates the social fabric for learning, fosters interactions and encourages a willingness to share ideas; and, *a practice*, which becomes the specific focus around which the community develops, shares

[33] Wenger et al (2002). Cultivating communities of practice. Harvard Business Press.

and maintains its core of knowledge. All of these ingredients are taking shape in Ontario around these models of community safety and well-being. All that may be required is a forum to facilitate that continuing interaction.

Technical guidance and tools for communities – Referenced earlier as some form of "centre of excellence", we see a growing need for communities to have access to properly qualified experts, and by extension, to a growing body of knowledge that can be relied upon.

Multi sector analytics – Most who will have heard of the Saskatchewan Hub model will also have heard it referenced in conjunction with the COR, or Centre of Responsibility model. This is where the same multiple sectors that engage in rapid interventions also come together to conduct rigorous analysis on the risk-based data that emerges from the table situations and from other sources. This concept fits very well within the Ontario-based notion of community planning. To date, only one community in Ontario has established a body that examines risk factors in order to identify systemic barriers and recommend reforms that will overcome them. But many communities are beginning to find themselves with a wealth of new risk information about their residents; and the time has come for them to adapt the COR model to local needs for systemic reform. Just what form such analytic bodies might take in Ontario is worthy of some discussion very soon. As one local official put it, off the record:

> I'm interested in a model that learns from evidence, evaluates from a broad perspective, and applies a solution that is collaborative and inclusive to the community. Without provincial leadership, we could be stuck with ad-hoc sit downs that don't change anything.

Evaluation and research consortia – In the preliminary study of community engaged research referenced earlier in this report[34], all interviewees saw merit in the establishment of some form of knowledge alliance in Ontario, or in the cooperation between Ontario academies and others that may already be forming such an alliance elsewhere. Respondents did not dwell on any particular organizational structure needed, but expressed rationales that are consistent with those supporting the creation of the Community Safety Knowledge Alliance in Saskatchewan (CSKA). Such a model that builds improved partnership between government and research communities was seen by several as a good deal for governments (which might benefit from research that can be largely paid for by others). Certain features of The Ontario Centre of Excellence on Child

[34] Corley, C., *op.cit.*

& Youth Mental Health were also held up as ones an Ontario based CSKA-like organization might encompass. For example, that Centre of Excellence not only supports research, but also helps other agencies develop research and evaluation capacities of their own.

A Universal Commitment to Measuring Outcomes

Finally, we close by returning to a principle that was well established in the first year of OWG deliberations, and one which has gained consistent reinforcement throughout the ministry's own consultation processes. Unless there is a uniform framework by which communities can and do measure the genuine impacts and outcomes of their efforts and their new service delivery models, we will all remain limited by a system with a long history of counting inputs and outputs. Considerable work has already gone into establishing a foundation for such outcome measurement; and the Government of Ontario has frequently stressed its commitment to supporting and advancing evidence-based policies practices in recent months.

By applying the measurement frameworks that have been developed[35], and by participating in a community of practice among evaluators, researchers and practitioners, communities across the province are well positioned to join in the creation of a culture of evidence.

We believe the province, through the Ministry of Community Safety and Correctional Services, is ideally situated to issue the call and set the agenda by which that culture will begin to take shape.

[35] Russell & Taylor (2014). Performance Measurement. In New directions for community safety in Ontario. at: http://www.oacp.on.ca/news-events/resource-documents/ontario-working-group-owg

Appendix A: Technical Advisors

The following six technical advisors conducted fieldwork for this project:

Hugh C. Russell
Community Justice Consultant

Dr. Hugh C. Russell is a social psychologist who brings more than 40 years of community development experience that spans the globe. Currently he focuses on mobilizing communities to more effectively deal with their individual, social and criminal justice issues. Russell consults local government, human services organizations, police services and community based organizations on how they may collaborate more effectively to reduce the incidence of crime and social disorder, and the victimization and harms that come from them. A member of the Ontario Association of Chiefs of Police, Russell sits on their Community Safety and Crime Prevention standing committee. He is one of the core technical advisors to the Ontario Working Group on Collaborative, Risk-driven Community Safety.

Norman E. Taylor
Principal
The Global Network for Community Safety

Norm Taylor is an independent consultant, educator, author and researcher, concentrating in policing and public safety. As Senior Advisor to Saskatchewan's Ministry of Justice: Corrections and Policing, he was principal architect of the province's Building Partnerships to Reduce Crime strategy and collaborator in creating Community Mobilization Prince Albert. Taylor is Special Advisor to Ontario's Deputy Minister of Community Safety and has served Public Safety Canada's Economics of Policing Shared Forward Agenda with co-responsibility for the New Models of Community Safety pillar. He is co-founder and Program Director of the Canadian Association of Chiefs of Police, Executive Global Studies Program and one of the lead advisors to the Ontario Working Group for Collaborative, Risk-driven Community Safety and Well-being.

Chad Nilson
Social Researcher and Program Evaluator

Dr. Chad Nilson, lead investigator at the Living Skies Centre for Social Inquiry, provides research, evaluation, advising and planning services to community-based organizations and government agencies in provincial, federal, and aboriginal jurisdictions. He is inaugural research fellow at the University of Saskatchewan's Centre for Forensic Behavioural Science and Justice Studies. Nilson has developed a strong research agenda in community safety, helped First Nations communities build strategies for violence reduction, and conducted numerous evaluations of crime prevention programs throughout Saskatchewan. Since releasing his 2014 preliminary impact assessment on the Hub Model in Prince Albert, Nilson has been invited to lead and support conversations and planning of risk-driven collabora-

tive intervention practices, data collection and evaluation, across Canada. One of his latest works is an examination of the way in which Prince Albert's Centre of Responsibility (COR) identifies and proposes solutions to systemic-issues affecting the human service delivery system. He has recently been contracted by Public Safety Canada to gather lessons learned from the Samson Cree Nation Hub in Maskwacis, Alberta. Nilson is a founding partner of the Global Network for Community Safety. His paper, *Measuring Change: A Framework to Support Evaluation of Collaborative, Risk-driven Community Safety and Well-being in Ontario* served as the basis of this report's eighth chapter, and may be accessed in full via the citation provided there.

Robyn MacEachern
Community Safety Services
Ontario Provincial Police

Robyn MacEachern is an Inspector with the Ontario Provincial Police where she has worked for over 21 years in various roles. MacEachern is the Commander of Community Safety Services within the OPP. The Community Safety Services team provides consultative support across the OPP in relation to community mobilization, community safety and well-being planning, crime prevention and community risk mitigation strategies. Their mandate is to provide community safety expertise in support of front-line policing, identify best practices through evidence-based research, promote public messaging with a focus on social media and web-based messaging and forecast and develop responses to emerging crime trends through crime and risk-based analysis. MacEachern is a member of the Ontario Association of Chiefs of Police Crime Prevention and Community Safety Committee and the Ontario Working Group Sub-committee.

Brent Kalinowski
Principal
SUM-C Consulting

Brent Kalinowski served the Prince Albert Police Service for 27 years, spanning a range of policing duties, with a career emphasis on major crime investigations. In the last 2 years of his service, Kalinowski became a founding member of Community Mobilization Prince Albert, serving as a sector specialist for policing at the Centre of Responsibility (COR) for two years, then moving to the province's Building Partnerships to Reduce Crime consultant team. Late in 2013, Kalinowski relocated to North Bay, Ontario, where he partnered in developing a similar new model for community safety and wellness and now serves as Program Manager, Community Mobilization North Bay. He is an advisor to the Ontario Working Group (OWG) on Collaborative Risk-driven Community Safety and Well-being and through his independent practice, Kalinowski provides advisory support to communities across Canada and in the USA who are pursuing similar models.

Cal Corley
Principal, CorStrat
Solutions Inc.

Cal Corley, the president of CorStrat Solutions Inc., provides strategic advisory and consulting services within the public safety, policing and security sectors. A former RCMP Assistant Commissioner and head of

the Canadian Police College, Corley brings a broad range of domestic and international experience combined with sound academic credentials in supporting executives and senior officials facing strategic and tactical challenges in highly dynamic and complex environments. Among his specialties are strategic planning and business analysis, organizational development and design, and building executive and leadership capacity.

Appendix B: Clarification of Concepts

What are the differences and relationships among:

- Community safety and well-being planning
- Risk mitigation
- Situation tables
- Crime prevention
- Social development
- Community mobilization

Community Safety and Well-being Planning: This is simply a strategy for making the community safer and healthier. It is a way of deciding what should be done; when; by whom; how; and with what expected outcomes. A plan in and of itself gets absolutely nothing done. Before the community will be safer, the Community Safety and Well-being Plan has to be implemented. That is, the right people and agencies have to do the right things, on time, with the desired results.

Planning for Safety and Well-being: Multi-sector efforts to identify community risk factors and plan strategies to implement protective factors that will make the community safer and healthier for all.

Risk Mitigation: This is one of those things the community safety and well-being planners may decide should be done to make the community safer. Risk mitigation includes a whole family of things people or agencies could do. The key to this concept is that these are tactics for reducing the chances that harmful or victimizing incidents will occur soon from known risks. Risk mitigation focuses on those individuals, families, groups or places where there are the greatest chances of imminent harms. Examples of risk mitigation measures would include: situation tables, crisis outreach and support teams, and the Niagara protocol.

Risk Mitigation: Efforts to identify persons, families, or locations at imminent risk of harm or victimization and customize interventions to reduce those risks before an emergency response is required.

Situation Tables: "Situation table" is Ontario's word for what folks in Saskatchewan are calling "Hub tables." In all other respects they are the same. Ontarians call them "Situation tables" because the "hub" word is also used in other ways in Ontario and we do not want to confuse issues.

This label is also important because the word "table" implies just a meeting; for in truth that is all a situation table is -- a regular, 90-minute meeting of frontline professionals from a variety of human service agencies. A situation table is not an organization or even a program, *per se*.

Situation Table: A regular 90-minute of frontline workers from a variety of human service agencies. Their purpose is to identify persons at acutely elevated risk of harms and customize a multi-disciplinary intervention before an emergency response is required.

The purpose of the situation table is for frontline workers to compare notes and share carefully limited information to identify persons, families, groups or even locations that are at acutely elevated risk of harms or victimization, from multiple risk factors, and for whom adequate services are not in place. A situation is appropriate to the table, and to the subsequent intervention, if a collaborative of three or more agencies from different sectors is deemed essential intervene rapidly, to reduce those risks, and to achieve the necessary service connections. As such then, a situation table is a risk mitigation strategy. It keeps bad things from happening to people; and thus, also reduces the demand for emergency response.

There are a lot of other risk mitigation strategies that a community may use. The situation table is particularly useful, effective, and efficient, where crime, social disorder and other community risk factors affecting health and well-being of individuals and families are at their highest levels. It has been used most successfully in Canada and abroad where the severity of these combined risk factors is highest. Because the ability to share even limited information is predicated on such risks, where there are not enough situations of acutely elevated to justify one or two 90-minute meetings per week, then probably a community should consider other, less demanding strategies.

Prevention: Prevention is another thing that community safety planners may decide needs to be done to make the community safer. Like risk mitigation, we use crime prevention measures to keep bad things from happening in response to known risks. The primary difference between crime prevention measures and risk mitigation measures is the probability that harms will occur from the known risks. With risk mitigation, harms are imminent and organizations have to intervene right now to keep bad things from happening. With crime prevention measures, risks are known but harms are less likely to occur -- esp. if the populations or properties that are vulnerable to those risks are, in some way, protected. Like spray painting cross-walks. No one is likely to be run over if we don't do that; but they're even less likely to be run over if we do! Most crime prevention measures we know about are called

Prevention: The application of situational measures to reduce specific, known threats to safety and well-being.

"situational measures;" meaning that each measure is designed for a particular type of risk -- like zebra stripes in the cross-walk.

Social Development: This was introduced by the Canadian Association of Chiefs of Police in response to the observation that most police services are spending most of their resources responding, not to chargeable offenses (crime), so much as anti-social behaviour (like neighbour disputes, domestic disputes, suspicious persons, etc.). Social development measures address the root causes of social disorder (like poverty, addictions, negative parenting, and sub-standard housing); and in so doing, also significantly reduce the chances that social disorder will evolve into more harmful activities that could become cause for criminal charges.

Social Development: Long-term efforts to reduce the antecedents to crime and social disorder like poverty, addictions, mental illness, negative parenting, sub-standard housing, and others.

Community Mobilization: Community mobilization and engagement are tactics that police use in order to get the right people and organizations doing the risk mitigation, crime prevention and social development that the community safety plan requires. Community mobilization and engagement are based on the notion that risk mitigation, crime prevention and social development are best implemented by people and organizations other than police. Using mobilization and engagement techniques, police get those people and agencies to step up and do the right thing.

Community Mobilization: Projects or activities that are designed to mobilize and engage local agencies, government offices, community-based organizations, or citizens in marginalized neighbourhoods in making themselves and their community safer and health-

Most situation tables (*risk mitigation*) that currently exist in Ontario were initiated by police. Police did this by calling other agencies together and providing a process that would empower them to collaborate more effectively in making people who are at acutely elevated risks of harm, safer and more secure. The key in community mobilization and engagement is that police don't do the intervention; they get them done by others that are better suited to do interventions.

For example, data have shown that police might identify as much as 70% of the situations of acutely elevated risk that situation tables deal with. But they only participate in interventions to reduce those risk factors about 10% of the time. Those social agencies were engaged by police to address situations of acutely elevated risk in far more effective and efficient ways than could be achieved by any of them waiting until harmful incidents occur and responding to a 911.

The same is true of *social development*. Police are not good at that and should not be expected to do it. A number of other actors in community are much better suited for the job. But sometimes it takes the superordinate authority and moral suasion of certain local officials to convince others to take that responsibility. An example would be the people living in marginalized conditions where police are responding most often to anti-social behaviour, and sometimes crime. Research has shown that those conditions will not change in those neighbourhoods unless and until the people living, working and playing there take more responsibility for their own safety and well-being. Municipalities can choose to continue to invest heavily in policing, but research shows that this can lead to increased tensions, reduced police legitimacy, and ultimately, to the very costs of policing about which many local officials have expressed the greatest concerns. A more economically sound path to solutions requires the authority and persuasiveness of municipal leaders, together with police and their governing authorities, to get others engaged; to teach them how; and to support them in sustaining their efforts at social development. That's called "community mobilization."