

What Happens There Matters Here ... But How?



Summary Report from CACP Global 2016

for the

Canadian Association of Chiefs of Police
Board of Directors

August 2016

Table of Contents

	Page
Introduction	3
The Evolution of the Global 2016 Research Model	3
The Global 2016 Field Studies	5
The Research Products from Global 2016	6
Discussion of Key Findings and Observations:	
A. Multiple Polarities in Global Police Responses to Globalization	8
B. The Seven Imperatives for Canada	9
C. Additional Recommendations for the CACP Board of Directors	11
Concluding Remarks	12

Introduction

In the fall of 2015, the CACP Board of Directors assigned the CACP Executive Global Studies Program (CACP Global) an interesting – and challenging – research task. The Board asked the ninth cohort of this research-driven, problem based executive development program to consider the impacts that globalization was having upon policing in Canada. This year's theme was developed in partnership with the CACP International Committee, whose members maintained a keen and active interest in the program throughout, contributing guidance and perspective to the Global 2016 team.

Twenty-one succession-ready police executives met online for the first time in January of 2016 to address the assigned question, and after three intense residential sessions, continuing online collaboration, and a series of field studies conducted in 13 countries around the world, the team concluded their work in June of the same year. This document represents a distillation of their key findings, and describes a number of resulting communications products and actions designed to bring their research to bear on policy and practice in Canadian policing.

The Evolution of the Global 2016 Research Model

The subject of globalization proved to be more challenging than anticipated. While general awareness of the topic was high amongst participants, a detailed understanding of its causes and effects required additional consideration. Through research and dialogue, and with the assistance of a series of subject matter experts, the group's understanding of the complexities and contradictions inherent in globalization grew. However, it became evident early on that translating the research findings into action statements for other police leaders in Canada could be a challenge.

Through a series of directed team exercises, the precise focus of the study was refined, and ultimately a concise research statement was crafted and adopted by the full cohort. The statement was meant to provide consistency to the research efforts of the 21 members who would participate in the field studies component of the project. The research statement is as follows:

*CACP Global 2016 will undertake an **international comparative study** into the broad impacts of globalization and corresponding responses by selected societal and policing systems, to **define the necessary actions Canadian police leaders must take** to ensure public safety, sustain confidence and build trust in policing for a changing Canadian society.*

Even with the research statement in place, it was clear that the topic was still too broad and complex for a cursory review – globalization has tentacles woven through virtually all elements of modern human society, and demands a deeper level of understanding. In response, and to

further focus efforts, seven research dimensions were created, framed around a team-developed ‘mental model’ of globalization, as a way of bringing a measure of more logic and consistency to the research. The dimensions applied to guide the field studies were as follows:

- Trust and Confidence in Institutions (including police)
- Economics
- Human Security
- Communication
- Technology
- Government
- Social/Cultural trends

Over time, “trust and confidence” emerged as the dominant dimension. It resonated with the research team, was strongly reinforced from research discussions with the CACP Professional Standards Committee, and, in the end, was determined by the team to be the common thread that would connect all of the research findings in a way that could guide policy and practice. Significantly, public trust and confidence remain as cornerstones of policing in Canada, and in the view of the team, may represent the primary area of risk facing Canadian policing agencies, arising from a globalized society.

It is important to note that during the research development phases of the program, the Global 2016 team made specific efforts to include both the United Nations and the USA within the scope of their global studies. With the generous cooperation of Canada’s Mission to the UN, and the Deputy Executive Director of the IACP, valuable insights further informed the mental model and assisted with the selection of global study sites. In addition, the unique relationship between US and Canadian societies featured strongly in the team’s deliberations around the changing dynamics of public trust and confidence.

The Global 2016 Field Studies

The twenty-one members of Global 2016 split into five teams and collectively set out to visit 14 countries:

- The Hague, Germany, Austria and Czech Republic
- Rwanda, Tanzania and South Africa
- Australia and Samoa
- Hong Kong and Singapore
- Norway, Sweden and Estonia

Significantly, authorities in Rwanda and Tanzania had second thoughts about participating in the project; after prior clearance facilitated through both the RCMP Liaison Officer and Canada's Global Affairs staff, upon the team's arrival Rwandan authorities cancelled the visas of the team members, and in parallel, Tanzania cancelled all scheduled meetings. This development was a major inconvenience to the team, but it also served to provide further education on the dynamics of globalization. As a consequence of these decisions, that team refocused its efforts and extended its time in South Africa.

These 14 countries (15 including the USA) were chosen for a range of reasons. For example, Rwanda had recently created a new police service to replace an earlier service that was widely considered to be little more than an offshoot of the army, while its neighbour Tanzania has enjoyed a long period of comparative stability and global economic participation. South African police operate in an environment with staggering levels of violence and crime, and a still-forming identity on the global stage. Norway and Sweden were chosen because of their well-established levels of public confidence and trust in police, with both now experiencing a record number of immigrants from diverse origins. Estonia, with the world's most advanced public identity card system, was an especially promising destination on particular dimensions of the study. Australia and Samoa were chosen because of the unique approach Australia takes to preserving national security, through the establishment of an "outer border" on the islands surrounding its land mass, with Samoa being one of those outer states. The Asian selections represent two differing systems, each with burgeoning global economies, and each facing challenges in the balance of state and civilian interests. And the western and eastern European countries collectively reflect unprecedented experience with both human migration and economic globalization.

The Research Products from Global 2016

Beyond the production of this final summary report, it was left up to the Global 2016 members to determine the best ways of communicating their findings to the policing community, and of delivering a high degree of impact upon current policy and policing practices in Canada. The group selected the following vehicles, staged for delivery over the period from June through October 2016:

- 1) CACP Global 2016 Executive Summary Report – this brief document
- 2) In partnership with the CACP International Committee and the CACP National Office, CACP Global 2016 has produced the program design and agenda framework for the September 2016 Conference “What Happens There Matters Here”. This event will see up to 150 succession-ready police executives, policy experts, academics and others gather in Ottawa to follow through on the results of the Global 2016 research project, to discuss the increasingly critical issues of globalization, to trace its related real and potential impacts upon trust and confidence in policing and other institutions of the state, and to produce forward actions for consideration by CACP Standing Committees and others with important roles to play in these areas. The phrase “succession-ready” is used here deliberately: feedback from several Canadian police executives suggests that the changes required to respond to globalization will take several years, and much of the work will need to be undertaken by those who will be in leadership positions in the years to come.
- 3) A follow-up piece of research has been developed by the team and will be executed between June and August 2016. A sample of approximately 250 Canadian police leaders will be surveyed with a view to gaining their perspectives on a selected number of the evident polarities that Global 2016 identified in its field studies and subsequent synthesis process. The purpose will be to showcase the degree to which globalization factors might be affecting public trust and confidence in Canadian policing.
- 4) A presentation on the Global 2016 research findings will be delivered to the full delegation at the 2016 CACP 111th Annual Conference, in August of 2016. This 30-minute presentation is designed to heighten understanding of the dimensions of globalization, highlight key findings, introduce the 7 Imperatives that Global 2016 has identified for Canada, and introduce the initial results of the follow-up survey of Canadian police leaders’ perspectives on the selected polarities. A distinct aim of the presentation will be to heighten awareness and interest in the September conference.
- 5) Before and during the AGM proceedings, members of Global 2016 will meet with several of the CACP Standing Committees, and the CACP Research Foundation, in order to brief them on the findings, and to explore possible roles for each committee/body with regard to the 7 Imperatives at the core of the Global 2016 research results.

- 6) A stand-alone CACP Take 5 video is being produced that will explore globalization and highlight its connection to parallels in the activities and incidents that are occurring in Canada and around the world. Through this direct connection to Canadian experiences, viewers will understand how globalization is changing Canadian society. The video will be used to introduce the August presentation and also to lead in the September conference, and it will remain available via the CACP website as a continuing educational resource for all members and others.
- 7) The team is pursuing the development of a user guide and/or an accompanying scholarly paper to expand upon the key findings of the 2016 study, and in particular, to advance the discussion of the identified polarities, and the seven critical imperatives that CACP Global 2016 believes police leaders must address as they prepare to manage the multiple impacts of globalization upon Canadian communities.

Discussion of Key Findings and Observations:

A. Multiple Polarities in Global Police Responses to Globalization

It was not until the sub-teams had returned to Canada and research findings were compiled that a series of “tipping points” began to emerge. Research teams observed police agencies taking very different approaches in their respective countries and made an effort to explore these differences. Why, for example, was policing in Sweden so different from policing in Hong Kong? How could a fundamentally similar public service like policing operate in such different fashions and achieve such different outcomes in different corners of the earth?

It became clear that a series of choices had been made, deliberately or involuntarily, which in each case, served to move the policing agency in one direction or another along a sliding scale of possible behaviours, policy positions and operational practices, with resulting outcomes. These choices and the corresponding variations in direction could not be viewed as necessarily being “better” or “worse” than each other. The decisions simply put each police agency on trajectories that led towards significantly different operating models, different outcomes, and most notably, differing consequences with regard to public trust and confidence.

Through the synthesis phase of the research, twenty different decision points, or *polarities* were discovered, evident to some varying degrees in every country studied. Global 2016 looks forward to further discussion of this framework of polarities with the CACP Research Foundation and other interested academic bodies. The team believes further analysis may refine the underlying concepts, and further research may bring powerful insights into the changing relationships among Canadian citizens, communities, their police, and other state authorities.

For initial application and further testing of these concepts, the full list was distilled down to the five most significant polarities, or those deemed by Global 2016 to be most accessible and currently relevant in Canada:

- State security vs. human security
- Warrior mindset vs. guardian mindset
- Prosecuting offenders vs. reducing victimization and supporting victims
- Tolerance to violence vs. intolerance to violence
- Open policing system vs. closed policing system

The polarities show considerable promise and may ultimately lead to an effective diagnostic tool for assessing any police organization’s tendencies and overall directions, and moreover, the alignment and impacts of its choices vis a vis the aspirations of the community they serve. The polarities alone do not point the way towards immediate action. However, the insights

they generated led the group to an even more significant and practical set of observations and conclusions.

B. The Seven Imperatives for Canada

An imperative is, by definition, a strategy that is deemed necessary to adapt an organization to manage and survive within a complex and contradictory environment. Further consideration of the polarities noted above, combined with all other aspects of the preparatory and field research findings, led the Global 2016 researchers to the following seven key imperatives that form, in essence, the main outcomes and potential action areas for Canadian Policing arising from the 2016 Global Studies program.

- 1. Adopting a Global Perspective:** Police leaders in Canada must become better informed about world events and the impact they have upon Canada. Researchers were surprised and impressed by what they found outside of Canada's borders, and collectively agreed that Canadian policing would benefit through the introduction of innovations currently in place elsewhere in the world. Effective and timely global scanning was suggested as one possible technique to achieve this end. It was noted that several police agencies in Canada produce their own environmental scans on a regular basis, often duplicating the efforts of each other many times over where these scans extend beyond local perspectives. Hong Kong pays close attention to developments around the world through a sophisticated scanning process, and adjusts its policing model accordingly. Through the CACP Research Foundation, Global 2016 believes that significant improvements and efficiencies, and more widespread awareness, can be realized in this area.
- 2. Resilience Towards Violence:** In certain countries, the use of violence is an accepted vehicle for social change. Elsewhere, violence is simply a fact of life. As this paper was being prepared, violent riots broke out in South Africa over the selection in Pretoria of a Mayoral candidate for a political party – hardly the stuff of riots in Canada. Through in-migration, thousands of people who may have an orientation towards violence as a means of expression or activism, and others who may have normalized its existence in their lives, continue to arrive in Canada each year. Police must recognize this as an inevitable consequence of globalization and plan accordingly. Community education, relationship building and targeted outreach efforts (for example, towards disenfranchised youth) may be just as important in these efforts as traditional suppression tactics.
- 3. Balancing the Victim and Offender Focus:** In Canada, an enormous percentage of police resources are devoted towards offender management and prosecution. In Sweden, far more attention is paid to assisting the victims. Has Canada adopted the correct approach?

Police leaders should consider a more appropriate balance between the resources allocated to these two populations. Other options include new systems to encourage participation in the criminal justice system by victims, as provided for under the Canadian Victims Bill of Rights, and encouragement of the CACP Victims of Crime committee to vigorously pursue and potentially expand upon its mandate, with regard to broader criminal justice reforms.

4. **Police as Community Builders:** Global 2016 believes that to respond to a globalized Canada, police must move beyond the traditional characterizations of warriors and/or guardians, and evolve towards a newer role of *community builders*, open and willing to engage the community in discussions of increasing complexity. Potential discussion topics (there are many) include the community's willingness to trade-off personal privacy for enhanced personal safety, and the allocation of resources between enforcement and prevention activities. Based on experiences elsewhere, failure to do so may result in an erosion of the relationship between the police agency and the rapidly changing community it serves.
5. **Digital Policing:** As the world becomes increasingly digitized, it is essential that police organizations increase their understanding of how technology will continue to change their world. Partnerships with other sectors and academia will help prepare them for these new realities, as will the adoption of a focus on technology-based learning and adaptation. Further, digital policing opens new ways to communicate with citizens through multi-device applications and the new language of technology, and these channels should be exploited with care and with due regard to the accompanying trust and confidence issues.
6. **Unified Training and Education of Members:** Standards of basic police training varied widely across the countries visited, but those with more extensive, national programs appeared to achieve better outcomes in serving the complex needs of their globalized communities. By comparison, Canadian training models remain largely disjointed, with room for improvement in several areas, including greater consistency in the scope and nature of the learning that is provided to and expected of recruits. University level education, specific training to prepare for social complexities, and a greater emphasis on ongoing training and education throughout a policing career, were also noted as areas of opportunity for Canada.
7. **Unified and Evolutionary Leadership:** Policing in a global environment has become increasingly complex. Leaders may need to be more transparent and definitive when dealing with unethical or corrupt behavior, and they definitely need to develop an appetite for global research and the ready application of evidence-based studies. Further, countries that have adopted a "shared leadership" model (like Australia, where no one executive

member is thought to hold all the answers) reported very strong levels of community engagement and satisfaction. The CACP has a role to play in this imperative, by encouraging research into the effectiveness of more participatory leadership models and their effectiveness. Based on lessons from several other countries, our police leaders at all levels must seek to model ethical behavior without exception, and to be more publicly transparent as they address emergent issues, if they are to retain the confidence of the increasingly diverse communities they serve.

C. Additional Recommendations for the CACP Board of Directors

As mentioned earlier, these topics are complex, and this report is intended merely as a summary. The conference scheduled for September 2016 is intended to explore these issues in greater detail and, through an inclusive process, identify potential ways to address these issues. Correspondingly, the 2016 Global Studies team has two immediate recommendations for the Board:

- i. That all the CACP Standing Committees be encouraged to have at least one participant attend the September 2016 conference, to participate in the discussions, and to determine the degree to which their Committees may have new roles to play in furthering the dialogue and action on these issues. There are direct connections between the findings of this report and the mandates of several CACP Committees.
- ii. That the CACP Research Foundation be asked to assist in encouraging scholars and research academics to attend and participate in the conference. Research, information and education are themes that run through much of the findings of this year's Global Studies program, and there are several areas where further study is indicated.

Concluding Remarks

There is only so much one can see, do and learn within a two-week field study of a few countries. The observations and actions identified in this report represent the findings from a relatively brief exposure to the policing systems and societies in the countries visited. While the studies and findings are backed with evidence and considerable prior research by the team, it is important to acknowledge that the observations and imperatives put forth by Global 2016 are the result of an interpretive inquiry process, conducted by multiple teams in diverse locations. As a result, Global 2016 offers its findings and recommendations to the CACP Board and membership in the spirit of triggering continuing dialogue, and stimulating further study into many specific areas as conveyed in the 7 Imperatives.

The CACP Global Studies program represents a once-in-a-lifetime opportunity for emerging Canadian police leaders to become immersed in a personal development program of epic proportions, while hoping to contribute meaningfully to the national discourse on modern police challenges and opportunities. The participants of the 2016 program wish to thank the CACP for its support, and to acknowledge the extraordinary role of the Program Director, Norm Taylor, in bringing this year's program to fruition.