Community Mobilization in the Waterloo Regional Police Service

A Process Evaluation of the Community Mobilization Initiative of the
Waterloo Regional Police Service

MPA Research Project

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Executive Summary

The purpose of this research study is to evaluate the processes used by the Waterloo Regional Police Service for their implementation of community mobilization. This study will analyze information gathered from a variety of sources, including; stakeholder and focus group interviews; academic journals; government reports; textbooks; and other pertinent information related to community mobilization. A review and analysis of the data provided will present a thorough assessment of the Waterloo Regional Police Service's community mobilization service delivery model.

The objective of this research is; to present a comprehensive literature review outlining the theoretical underpinnings of community mobilization relative to crime prevention and community policing; analyze the data concerning the status and application of the service delivery for community mobilization in the Waterloo Regional Police Service; identify any gaps between the theory, the service delivery model, and the practical implementation of community mobilization; and present key findings that will support the conclusions and recommendations offered by this report.

The result of the analysis validates the vision of the Waterloo Regional Police and their desire to help build capacity in at-risk neighbourhoods so that residents can effectively deal with their own issues of crime and insecurity. It reveals the disconnections within the Service among officers holding various ranks and responsibilities. The divide indicates confusion over role, concept, practice, and philosophies of community mobilization and community policing. It becomes clear that minor changes to leadership, management, training, and organizational structure are necessary to sustain the practice of community mobilization.

Crime prevention through community development, along with community mobilization initiatives has the attention of a myriad of social, political, and community organizations. As such, this report will have wide-ranging implications for not only municipal police services but also many social service groups including local government agencies. Community development initiatives at a local government level require police support and police knowledge with respect to community mobilization practices. Police services are uniquely positioned to identify and respond immediately to a neighbourhood's threats to social disorder. The initial approach by police can serve as a guide to other local agencies or institutions. Police services have a responsibility to ensure their response integrates with the philosophies of their local partners. A collaborative approach to community mobilization will strengthen a community's ability to leverage the assets of its larger community and effectively deal with the root causes of crime and insecurity.

Glossary of Terms:

Capacity Building:	Strengthened community action. According to Labonte and Laverack (2001), there are nine domains of community capacity: participation, leadership, organizational structures, problem assessment, resource mobilization, 'asking why,' links with others, role of outside agents, and program management.
Community:	A term broadly used to refer to a population that has a distinct identity.
Community Mobilization:	The Waterloo Regional Police Service (2001), in collaboration with a Community Justice Consultant, defines community mobilization as "actions and initiatives police officers take that motivate and support citizens to effectively deal with the root causes of crime and anti-social behaviour in their neighbourhoods. Community mobilization is a way for police to increase crime reduction and crime prevention."
Community Policing:	The Ontario Community Policing Model describes the five components of community policing as Community Development, Community/Police Partnerships, Law Enforcement, Police Re-engineering, and Police Learning.
Community Relations:	Actions and initiatives that strengthen relationships between police officers and community members.
Intelligence-led Policing:	The application of criminal intelligence analysis as a decision making tool to facilitate crime reduction and prevention through effective policing strategies.
Neighbourhood:	A group of people living in a particular local area.
Problem-Oriented Policing:	Approaching community challenges through a problem solving approach where the police officer offers advice and solutions.
Program-centred response:	Police response to problems that involve the development or adoption of programs focused predominately on the community issue at stake.

1.0 Introduction:

The Waterloo Regional Police Service (WRPS) is committed to a community policing philosophy and dedicated to a leadership role in crime prevention that by design increases the quality of life of all people in the community (Waterloo Regional Police Service, 2001). The Waterloo Regional Police Service is also committed to the philosophy of community mobilization. Describing it as a crime prevention strategy, it is defined as "actions and initiatives that police take to motivate and support neighbours to deal more effectively with the root causes of crime and insecurity in their neighbourhood" (Waterloo Regional Police Service, 2001).

Police services throughout Canada have engaged themselves to varying degrees in terms of crime prevention and community policing initiatives. Many different forms of crime prevention techniques are being developed, utilized, and implemented by police services throughout Canada. Efforts including 'intelligence-led policing', 'problem-oriented policing', and 'program-centred responses' are all examples of crime prevention techniques employed by police services worldwide. Many police services attach monikers to the program or service delivery that best describes their intended response. Activities such as CPTED (Crime Prevention Through Environmental Design) and Neighbourhood Watch are examples of what many services refer to as community policing or crime prevention activities.

The concept of mobilizing communities to more effectively deal with the root causes of crime and social disorder has been researched and well documented for many years. The problem-oriented or community-centred approach referred to as community mobilization works towards building a community's capacity at the neighbourhood level.

In essence, community mobilization strives to empower residents that are 'at-risk' to effectively deal with their own issues of concern relating to personal safety and insecurity. The Waterloo Regional Police Service's model of community mobilization identifies their overriding goal as increasing community safety and security. The assumption for the police service is the stated relationship between increased community safety and a reduction in calls for service. The WRPS believes this can occur by encouraging and supporting community members to deal more directly with conflicts and threats to peace in their community, before lawlessness occurs.

To this end the Waterloo Regional Police Service hired a Community Justice Consultant to develop a service delivery model for community mobilization. Included in the model was an educational component that required the organization to embrace profound changes. Community mobilization was embedded into the 2001 – 2003 Business Plan for the Service and became one of the cornerstones to developing their goals and objectives (Waterloo Regional Police Service, 2001).

1.1 Problem Statement:

The purpose of this paper is to conduct a process evaluation of the Waterloo Regional Police Service's delivery model aimed at community mobilization. The analysis will include a summary of information the Waterloo Regional Police Service gathered during the summer of 2004. Information was gathered from a number of sources. An analysis of the information will inform on the present state of implementation while providing insight into the future needs of the community relative to the service delivery offered by the police service. The Waterloo Regional Police Service was chosen because

of its leadership role in crime prevention, and its innovative approach to addressing the root causes of crime and social disorder in their community.

A thorough literature review will explore how crime prevention and community mobilization work within the community policing context. Included in the research is information from a number of academics whose work in both community policing and community development can be described as pioneering. It is necessary to differentiate the various constructs of both community development and community policing because of its relative ground breaking approach with respect to front-line service delivery. It will be necessary to present the literature through both an analytical and critical lens in order to provide the basis for analysis in terms of evaluation.

The literature review will attempt to draw supporting links between community development, crime prevention, and community policing. Further, this research project presupposes that community mobilization is a noble approach for a police service to embark upon. As such, the paper is predisposed to the argument that leveraging the assets of a community to deal more effectively with their own issues of insecurity plays an important function for policing. Where policing is primarily a municipal responsibility in Ontario, the links to issues of local governments are profound. Many municipal governments have staff that are dedicated to community development and focus their attention directly on neighbourhood concerns. Therefore the results of this research project will transfer well to the local government level, where municipal councils must partner with police services in order to see substantial change at the neighbourhood level.

1.2 Research Questions:

In conducting this research project it is necessary that key questions relevant to the study are developed and rigorously challenged. Primarily, it is important to ask whether the service delivery offered by the Waterloo Regional Police Service reconciles with their philosophy of community mobilization? More specifically, are the activities of officers consistent with the logic model that describes the process to be followed? Finally, is there a relationship between the espoused Waterloo Regional Police philosophical approaches to community mobilization and the literature on community mobilization, and are there any barriers that inhibit the successful synchronization of the two?

2.0 Literature Review:

The purpose of the literature review is to present the theoretical underpinnings of crime prevention and community mobilization incorporated within the constructs of community policing. The literature review will explore relevant information that speaks directly to the nexus of crime prevention and community mobilization within the policing context. The literature will be presented through both an analytical and critical lens, focusing on community policing, crime prevention, community and social development, and community mobilization. Finding answers to the questions of what crime prevention and community mobilization is, and how they work, is the first step in the literature review. It is the search for answers to the aforementioned questions that begins the journey in determining the principle components of each, and the unraveling of how crime prevention and community mobilization work amid their intended applications.

2.1 Community Policing:

Today's police executives acknowledge that for crime prevention and community-based approaches to take hold, a community policing environment must exist. Interestingly, the principles adopted by Sir Robert Peel and the London Metropolitan Police in 1829, have proven to be the foundation upon which community policing ideals must rest. Peel developed a strategy that encouraged officers (Bobbies) to become known to the public, become familiar with people, and be highly visible on their posts in an effort to abate crime (FBI Law Enforcement Bulletin, 1995).

At the International Crime Prevention Conference in Ottawa, Canada, October 1990, community policing re-emerged as the overarching philosophy for the future of policing (Lynes 1996). While it is important to strike a balance between reactive and proactive policing, some organizations have difficulty in responding to the lead. The Ontario government took steps to minimize this dichotomy and strengthen the credibility of crime prevention as an activity of law enforcement.

In January 2000 the Ministry of the Solicitor General Policing Services Division implemented 'business planning' requirements for police services in Ontario. The requirements became law as it formed part of the Adequacy Standards Regulations contained in the Police Services Act. The Act requires that every police service must have a business plan that addresses its core policing function specific to community-based crime prevention (Ontario Police Services Act 2002, 244).

As Lord (1996) describes in the Journal of Criminal Justice, community policing places officers in new roles. Unlike traditional reactive patrol, community policing "encourages officers to work with citizens in communities to find long term solutions to

crime problems. The officer's new responsibilities include establishing a liaison with other governmental units, helping identify problems, and facilitating the steps to reduce the problems" (Journal of Criminal Justice 1996, 504).

Ross Hastings suggests that almost any version of community policing shares a "commitment to a proactive approach, and a recognition of the importance of prevention of crime and victimization as a counterbalance to a reactive law enforcement" (McKenna 2000, 194).

Building a foundation of solid community policing principles has also steadied the building blocks that pioneers such as McKnight, Kretzmann, and others have assembled. The growth of crime prevention as a core function of policing is not possible without a strong community policing base. As it follows, community development, and the propensity for citizens to mobilize and strengthen their capacities to deal with their own quality of life issues (Russell 2001) has become an integral component to crime prevention. In his review, McKenna iterates that social development is integral to community policing and crime prevention. McKenna expands further by suggesting that "the capacity of community policing (in all its manifestations) .....has a profound correlation to the quality of life enjoyed in our neighbourhoods" (McKenna 2000, 340).

The Ontario Community Policing Model describes the five components of community policing as: Community Development, Community/Police Partnerships, Law Enforcement, Police Re-engineering, and Police Learning (Nancoo, 2004). Nancoo highlights the work of the Waterloo Regional Police and their work in community mobilization as an integral part of community development and community policing.

2.2 Crime Prevention:

There are many theories and concepts about how crime prevention works throughout different community agencies such as social work, municipal politics, schools, and policing. While the focus of this review is to look at crime prevention from a policing perspective, a thorough analysis reveals an overlap between policing and the social science of community development.

Crime prevention is the core of community policing and forms an integral component to contemporary policing practices. Paul McKenna defines crime prevention as "any activity that tends to reduce violence, disorder, delinquency, or fear of crime by attacking the identified cause(s) of such events" (McKenna 2000, 32). Lawrence Sherman views crime prevention as "any policy that causes a lower number of crimes to occur in the future than would have occurred without that policy" (Sherman 2002, 12). Although both approaches support quantitative features to crime prevention, Sherman defends his position by writing about evidence-based policing. "Most police practice, like medical practice, is still shaped by local custom, opinions, theories, and subjective impressions, where as evidence-based policing challenges those principles of decision making and creates systematic feedback to provide continuous quality improvement in the achievement of police objectives" (Sherman 1998, 6). Sherman believes the need for evidence-based practice is imperative to the wider notion of crime prevention (Sherman 2002).

McKenna breaks down crime prevention into two categories. The first category speaks to reducing the opportunity for criminal activity, and involves 'target hardening', crime enforcement, and crime identification (McKenna 2000). McKenna characterizes

this category as 'opportunity reduction' however it could also be characterized as environmental development. Examples of crime prevention activities that fall under opportunity reduction are Crime Prevention Through Environmental Design (CPTED), Neighbourhood Watch (although some may argue this could be an enforcement activity such as crime detection or a citizen engagement activity such as community development), and directed patrols (designed to increase visibility in high crime areas). Any police initiative that deters criminal activity based on changes to an environmental setting would fit into this category.

McKenna's second category is referred to as social development. It is premised that McKenna inaccurately suggests social development be interchanged with community development (McKenna 2000, 34). Further information will follow to suggest this second category should be described as social and community development, noting it includes both, but that they are distinctively different. It is suggested they remain an infused category because the actions that follow contain an overlapping subset of objectives. This second category focuses on the person committing the crime. It refers to building strong social networks for high-risk groups.

McKenna lists a number of crime prevention approaches that to be effective, he believes are necessary, namely: partnerships with local and government agencies, including technical and financial support; crime analysis and locally-based solutions to crime; prevention programs directed towards youth and their families; citizen participation; and international cooperation (McKenna 2000).

Regardless of the approach used in crime prevention, the overriding premise for police in all circumstances is to address the root causes of crime (Sherman et al 1998;

McKenna 2000; Adams et al 2002; Caledon Institute of Social Policy 2003; Eckos Research Associates 2004). A National Crime Prevention Strategy was developed in Canada in 1998 "with a mandate to advance community-based approaches to reduce the root causes of crime and victimization. It is based fundamentally on the principle that the most effective way to reduce crime is to focus on the factors that put individuals at risk, factors such as family violence, school problems, and substance abuse" (National Crime Prevention Strategy 2003).

The nature of addressing root causes leads to crime prevention through social development (Canadian Criminal Justice Association 2001; Law Commission of Canada 2003). Crime prevention through social development contains the fundamental principles of addressing the causes of crime early during a potential offender's childhood or adolescence. It is imperative that crime prevention programs are integrated and delivered at a local level by engaging community stakeholders (McKenna 2000).

Crime prevention can take on many forms and can be tailored to fit any community's needs. Traditional crime prevention strategies include a philosophy that suggests the best antidote for reducing crime is preventing crime before it happens. To this end, programs are designed to increase the awareness level of many social ills such as family and school violence, drug and substance abuse, and personal safety issues. On many occasions the police themselves become the advocates, the teachers, and the evaluators when it comes to delivering programs designed to reduce crime.

2.3 Community and Social Development:

Longitudinal studies throughout the world provide strong evidence that social and community development programs for families, communities, and people at-risk, help promote social cohesion and reduce criminality in a community (Kretzmann et al 1993; McKnight 1995; National Crime Prevention Strategy 2003). The methodology is not lost on policing. The Canadian Association of Chiefs of Police endorsed the national strategy and referred to crime prevention through social development as the first step 'to recognizing a sustainable approach to crime prevention' (Public Safety and Emergency Preparedness Canada 2004).

Community development is the forbearer to this crime prevention strategy. Kretzmann and McKnight (1993) define community development by identifying three important characteristics. The first principle is that of asset-based development. Therefore strategies for development begin with what is present in the community, in terms of capacities of residents and workers, associations, and institutions. Development cannot begin if the focus is on problems, needs, or what is not present.

The second principle identified is that asset-based community development must be internally focused. A development strategy must first concentrate on the agenda building and problem-solving capacities of local residents, associations, and institutions. It is important to understand this should not minimize the efforts of external supports but rather stress the value of internal capacities for long-term investment, hope, and control.

The third principle is the concept of relationship-driven activities. As Kretzmann and McKnight observe, "one of the central challenges for asset-based community

developers is to constantly build and rebuild the relationships between and among local residents, local associations and local institutions" (Kretzmann and McKnight 1993).

Where Kretzmann and McKnight speak of community development, they reveal the subset of social development. Ensuring strong community networks are in place (with agencies such as youth groups, the John Howard Society, Neighbourhood Watch, Elizabeth Fry, government institutions) is important but must be partnered with efforts to assist residents with skill development in order to plan meetings, organize, and lead change. These conditions must be present to effectively form the inner circle referred to as social development (Kretzmann and McKnight 1993; McKnight 1995; Russell 2001; Canadian Crime Prevention Forum 2003).

Social development involves developing the skills of residents in at-risk communities that enable them to take control of their own quality of life issues. Examples include group conferencing, facilitation, or event planning, and organization. It is further believed that such skills enhance a society's ability in preventing crime.

Kretzmann and McKnight modernized the process and thought around community and social development. In what has been described as a post Alinsky era (McKnight 1995) their work was concentrated in the Chicago area where Saul Alinsky first emerged as a community activist approximately sixty years ago. Building upon Alinsky's work and passion for a stronger neighbourhood community, Kretzmann and McKnight worked in the same area, however, with a more collaborative approach. It is the Chicago work and their creation of a community development framework that has forged the path for communities to mobilize and address the issues and concerns that

impede their vibrancy and growth, thus affecting quality of life issues and ultimately their safety and security.

2.4 Community Mobilization:

Community Mobilization is the long-term solution to addressing community problems associated to crime. Its premise is to focus on understanding the root causes of crime and highlights effective community responses to crime and their role in crime prevention. Supporting research identifies a number of premises; it shows that community mobilization is a foundation to community policing (Stewart-Brown 2001); that rates of violence respond proportionately to the levels of community cohesiveness (Butterfield 1997); and that building communities through mobilization works (Kretzmann and McKnight 1993).

In terms of building communities through mobilization, Kretzmann and McKnight's framework categorizes stakeholders and reveals the roles each must satisfy for community development to be successful.

In their renowned book 'Building Communities from the Inside Out', Kretzmann and McKnight (1993) acknowledge the steps they offer cannot fully outline the blueprint for community mobilization, but they do provide a path to mobilize a community's assets around a vision or a plan. The steps are:

- Mapping the capacities and assets of individuals, citizens' associations and local institutions,
- Building relationships among local assets for mutually beneficial problem-solving within the community,

- Mobilizing the community's assets fully for economic development and information sharing purposes,

- Convening as broadly representative a group as possible for the purposes of building a community vision and plan,

- Leveraging the activities, investments and resources from outside the community to support asset-based, locally defined development.

It is important to note that Kretzmann and McKnight refer to police as an institution. They refer to a community's assets in terms of "individuals, local associations, and institutions" that "make up the sinew of (a) neighbourhood" (Kretzmann and McKnight 1993, 8).

In terms of guiding a community toward mapping a course for mobilization, they refer to the need of capturing local institutions. They cite two examples of police (local institution) activities that describe the role police play in community building. The first is an extensive education program developed by police, together with local community organizations, to provide youth with positive alternatives to joining gangs. The second is a conflict mediation program introduced by police that trains local school teachers and youth in how to respond to threatening situations in a nonviolent manner (Kretzmann and McKnight 1993, 241).

Kretzmann and McKnight continue with a list of creative ways that police can strengthen a community as a whole. The list includes participating in community meetings, and working with community leaders to address problems, and calling in agencies and other institutions when they are needed. It is suggested police officers organize neighbourhood residents to find solutions to problems, perhaps even

precipitated by a survey conducted by a neighbourhood police officer. Not lost in the process is the need for police to build relationships with agencies such as schools, businesses and churches, to build a cohesive community and pull in stakeholders to assist in problem solving (Kretzmann and McKnight 1993).

These activities recognize the role for police in community development and mobilization, but do so in terms of a community asset and not as a community leader. Therefore the role identified for police is reported in terms of activities and not in terms of planning or leading.

Recheal Stewart-Brown highlights the work of the San Diego Police Department in the FBI Law Enforcement Bulletin in June 2001. Entitled 'Community Mobilization: The Foundation for Community Policing', Stewart-Brown describes the process used in the Department's City Heights Neighbourhood Alliance. She speaks to the mobilization initiative relating how police officers work in partnership with the community to identify priorities for a police response. Residents took the initiative to document problems and meet with apartment complex owners in an effort to resolve their problems with drug dealers and prostitutes. When the owners failed to follow through on commitments, citizens worked with police, providing information that resulted in police action (FBI Law Enforcement Bulletin 2001).

Fox Butterfield is engaged in a thirteen (13) year study on crime reduction and prevention in Chicago neighbourhoods. One major finding to date is the evidence that violence in a community decreases where community cohesion increases. Community cohesion refers to neighbours reaching out to help one another when they are in need. Community cohesion is low where people are divided by addictions, domestic abuse,

poverty, and other social ills. Where people are supported to help each other, violence decreases (Waterloo Regional Police Service 2001).

Wesley Skogan directed an evaluation of Chicago's community policing program that included an assessment of citizen involvement. In examining the role citizens play in community mobilization initiatives, Skogan notes that "ordinary citizens in setting police priorities and monitoring their effectiveness through beat meetings is one of the most distinctive features of Chicago's community policing programs" (Institute for Policy Research 2000). This occurred in one of Chicago's poorest neighbourhoods. Skogan's work supports Kretzmann and McKnight's iteration for the need to build upon the capacities of marginalized or at-risk community members.

As can be surmised from the literature and the above examples, John McKnight draws a picture for community mobilization and places the role of police (institution) outside the core of the community (Institute for Policy Research 1997). The police are called when a community requires assistance in responding to neighbourhood problems. Community policing practices and crime prevention strategies aid in determining the means by which at-risk communities come to the attention of the police.

The Waterloo Regional Police Service utilizes the S.A.R.A. principle of problem-oriented policing in its application of community mobilization. The acronym refers to Scanning, Analysis, Response, and Assessment (Waterloo Regional Police Service 2001). Police scan a community to determine the nature and extent of existing threats to community safety. Determining who is involved or responsible for the problem, and who may be interested in finding solutions, is vital to the scanning process. An analysis of the situation helps police and community members determine possible root causes to the

problem. Together strategies are formulated to address the problem with appropriate interventions. Response could involve police enforcement, but might also include support for community members to help prevent the problem from recurring. The final stage of assessment involves the police and residents both determining whether community mobilization realized its intended effects. Assessing the sustainability of the mobilization initiative is integral to the process.

2.5 Conclusion of Literature Review:

In reviewing the above work through the lens of a police perspective, the overall goal for community mobilization is safe and secure neighbourhoods realized through crime prevention. Therefore the objective becomes community and social development. Restated, community development through crime prevention can be achieved only with community mobilization acting as the operating system in the background. This is accomplished using a strategy that entails asset mapping, relationship building, economic development and information sharing, diversity, and outside or international support (Kretzmann and McKnight 1993).

The literature on community policing is straight forward, as is the literature on crime prevention, and crime prevention through community development. The literature on community mobilization is straightforward as is the role of the police within the context of community mobilization. There are, however, some inherent difficulties.

What appears to be missing from Kretzmann, McKnight, and others, is both contingency planning for when community development meets either resistance or apathy, and the integrative machinations of municipal governance with the role police

leaders have in forging social policy. A police service that uses community mobilization as its operating system for crime prevention through community development, must adopt a multi-faceted approach towards community policing.

The literature does not expand on this and there is little research that identifies the various roles police play in the mobilization process. Police are often first among community agencies and institutions to identify problems, and called upon to solve the problem immediately. It is often the front line police officer that responds to the needs of a community in crisis. A trap is set when police officers fall back on their traditional role of 'fixer' and attempt to solve community problems alone.

Evaluating the processes used by the Waterloo Regional Police Service will be the next step to ensuring sound mobilization practices are in place. Additional research projects, including an outcomes based longitudinal study, will be necessary to further advance police mobilization and community development initiatives.

3.0 Methodology:

The Regional Municipality of Waterloo is a community of approximately 450,000 people. It supports a diverse social and economic culture, with many micro communities and neighbourhoods within its geographical area. Leadership within the Waterloo Regional Police Service has focused on fostering the health and development of these communities and neighbourhoods through an enhanced community policing philosophy.

According to Kretzmann and McKnight (1993), the community plays an important role in determining the quality of life for its inhabitants. The amount of support that exists within a community affects a person's quality of life. Support can be described

as a network of activity that is often at the initiative of a police service that practices a community policing approach. Forrest and Kearns remark that "it is these residentially based networks which perform an important function in the routines of everyday life and these routines are arguably the basic building blocks of social cohesion – through them we learn tolerance, cooperation and acquire a sense of social order and belonging" (Forrest and Kearns 2001, 2130).

The Waterloo Regional Police Service is aware of their role in furthering the cohesion among residents in an effort to support a healthy community. The nature of community policing gives rise to the opportunities for front-line patrol officers to engage in community and neighbourhood interaction that serves to support the necessary networks.

The purpose of this research project is to evaluate the process of the Waterloo Regional Police Service's community mobilization approach to supporting and building healthy communities. Its intent is to examine the process used by the WRPS in identifying, assessing, responding, and sustaining the development of their at-risk communities. The preceding literature review describes the theoretical underpinnings of community mobilization.

During the summer of 2004 the WRPS hired a Masters of Social Work student to conduct the research phase of the evaluation. The method of research used in this evaluation is primarily a qualitative assessment of the information gleaned from the Waterloo Regional Police Service. The qualitative research approach helps gain an understanding of community mobilization among those working within the concept.

3.1 Organizational Structure:

An examination of the organizational structure within the police service is necessary to provide a framework for the service delivery model under review. An organizational chart that depicts the flow of information and hierarchy of the areas responsible for community mobilization is relevant (See Appendix A).

3.2 Interviews and Focus Groups:

The interviews were conducted solely by the independent researcher and involved only internal stakeholders that had a direct involvement with the implementation of community mobilization. A snowball methodology was used to frame the interviewing process. The Superintendent in charge of community mobilization provided the researcher with the names of five people to be initially interviewed. The interviewer began with the five names provided, and each person interviewed thereafter was asked for additional names until the list was exhausted. The twenty-five stakeholders interviewed included: five Community Resource Officers; four Crime Prevention Officers; three School Resource Officers; four Sergeants; one Staff Sergeant; two Inspectors; three Superintendents; two Deputy Chiefs; and the Chief of Police.

An open interview format was used with an introductory question of "tell me about community mobilization". From there the interviewee was free to discuss any aspect of community mobilization including their thoughts, ideas, feelings, and involvement with respect to community mobilization and its implementation. The interviewer used the four types of questions most commonly used for qualitative research, namely: sensitizing, theoretical, practical, and guiding. These questions were

used to clarify any points or comments made by the interviewee. To ensure some consistency throughout the interviews, the interviewer came prepared with questions related to predetermined topics in anticipation of wayward leaning interviews. The topics included: the vision of community mobilization; a story about their involvement of community mobilization; their role within the delivery of community mobilization; current barriers to community mobilization; and the future needs of community mobilization within the context of the Waterloo Regional Police Service. All of the interviews were completed within an hour, and conducted in the location of the interviewee, and included offices, patrol cars, desks, and classrooms.

To ensure confidentiality, the researcher was the only individual to access the data with names attached. Data was gathered through note taking during the interviews, and by using flip charts during the focus group session.

The focus group took place in the classroom at police headquarters. It involved officers within the service that had specific assignments relative to community mobilization. The participants included three School Resource Officers (SRO), four Community Resource Officers (CRO), three Crime Prevention Officers (CPO), and three Youth Sergeants. Although there was some overlap between the interviews and the focus group participants, all SROs, and some of the CROs and CPOs, were new to their positions at the time of the focus group.

The selection of the CROs, CPOs, and SROs as focus group participants was purposive sampling as they were the key populations involved in the analysis. Therefore, members from each group were likely to have great insight into the topic of community mobilization.

The focus group was used as a second step in the evaluation process. It was designed to look specifically at training issues as opposed to community mobilization in general. The individual interviews made it clear that more training was needed so the focus group was gathered to generate ideas around what training was necessary. The researcher fulfilled the role of facilitator and began the focus group with introductions. The facilitator asked what topics needed to be addressed through community mobilization training, and documented the identified topics. The topics were categorized as: communication, formal formats, community resources, and education.

Despite the advances in community policing, every police service remains a hierarchical, paramilitary organization. In light of this, an overriding sentiment exists that perpetuates the command and control management philosophies that were more systemically applied in decades past. Further, it was imperative that anonymity was safeguarded throughout the interviews and focus group session. Comments and concerns could not be attributed to an individual officer for fear of skewing the information in terms of fewer critical examinations. Officers still believe that senior administration and police leaders hold a tremendous amount of power over an individual's job placements, promotions, and personal satisfaction.

3.3 Open Coding:

Open coding is the "analytic process through which concepts are identified and their properties and dimensions are discovered in data" (Strauss and Corbin 1998, 101). "To uncover, name, and develop concepts, we must open up the text and expose the thoughts, ideas, and meanings contained therein" (Strauss and Corbin 1998, 102).

Therefore, to begin the coding process it was important to conceptualize and provide names to represent the data. As such, words that were uttered by the respondents were used to create the categories. This process is called in vivo coding.

Throughout the transcription main words were identified as categorical and underlined by the researcher. Each label was also marked in the side of the margin in order to identify common wording for a later stage of analysis. For example, one respondent stated, "the role of headquarters should be re-examined". This was then labelled as "role of headquarters." Another respondent identified a need for better measurement, and that was labelled as "measurement."

Following the completion of the in vivo analysis, a comparative analysis for discerning the range of potential meanings was possible. This allowed the researcher to develop patterns in terms of properties and dimensions (Strauss & Corbin, 1998). With the accumulation of the concepts, the process of grouping for explanatory terms was made possible.

The in-vivo coding process for data analysis was conducted using the software program of Microsoft Word. The software program was used to search for commonly used words and phrases that were identified by the researcher. This allowed for an independent assessment of the themes extracted by the researcher. Comments were categorized under the following headings: overall opinions, understanding the concept, the role of management, structural issues, leadership, role of headquarters, divisional barriers, outside partnerships, measurement, officer selection, and officer skill sets.

Information from all sources were collated and evaluated against the logic model developed by the Waterloo Regional Police Service. The information was then coded and

common trends were identified that provided insight into the processes followed by the mobilization activities of the officers.

3.4 Program Description:

The process used to frame the service or activity of community mobilization within the WRPS is the focus of this evaluation. The Waterloo Regional Police Service has in place a number of officers whose full time duties involve responding to at-risk neighbourhoods and working with community members and social service agencies. The actions and initiatives of the officers are primarily intended to motivate and support community members that have been affected by criminal activities.

The community members reside in at-risk neighbourhoods and are marginalized in comparison to other community members. This is an important component of the community mobilization policy and premise. It is the marginalized sector of the community whose capacities must be leveraged in an effort to assist them in dealing with their own issues of personal insecurity. As the community grows in capacity so too does their ability to help each other solve their own problems, and on many occasions, without the aid of police. One by-product of capacity building is an enhanced relationship with social agencies. The intended effect is greater community cohesion, less violence, and a healthier community. The Waterloo Regional Police Service's Annual Reports (Waterloo Regional Police Service, 2004) identified that 85% of calls for service in at-risk neighbourhoods involved matters that were not criminal in nature.

The roll out for community mobilization occurs as officers apply the planning model in four components. The officers rely and often share their responsibilities with

other social service agencies, schools, community groups, and citizens. The SARA model

of problem-oriented policing has been adopted for the components of the logic model.

The SARA acronym stands for Scanning, Analysis, Response, and Assessment.

Police initially *scan* the community for threats to safety and security. As noted

earlier, the citizen is often the catalyst for mobilizing officers in the initial stage. Repeat

calls for service are also key indicators. During the scanning stage it is important for

officers to identify those in the community that appear interested in solving the problem

and who may be the most capable. An *analysis* is necessary to determine what the root

causes of the problem are, and what the best course of action may be. On many occasions

a concerted enforcement effort is the first *response*, only to be followed by a number of

supporting initiatives. Integral to the success of community mobilization is an *assessment*

of its sustainability.

Scanning

Assessment ⊐├─┤├⊏ Analysis

Response
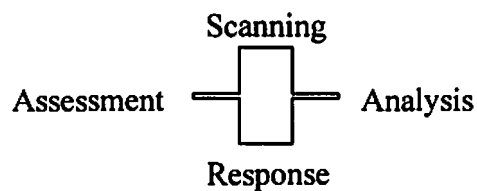
3.5 Logic Model:

The logic model developed by the Waterloo Regional Police Service was done in

collaboration with a Community Justice Consultant. The model puts into action the

themes associated with the SARA model described as components. Activities occur under

each component, as well as a number of identified short-term outcomes, target groups,

and long-term outcomes (See Appendix B).

The themes that emerged from the research information were qualitatively assessed against the backdrop of the logic model. Beginning with the components of SARA, a comparison is made between the activities of the model and the stated actions expressed by the officers practicing community mobilization. For the purposes of the process evaluation, it is sufficient to focus only on the activities of the officers, and set aside the outcomes (short and long) as well as the target groups. As previously mentioned the interviews were conducted using an open-ended format. Therefore on most occasions little information surfaced that would permit a further analysis of outcomes and target groups. Where information about outcomes was revealed, comparisons were made to further along the process evaluation and lay ground work for a future outcomes-based evaluation.

3.6 Threats to Validity:

Throughout the research phase of this process, it is important to recognize the potential for bias within the sample. All of those interviewed had experienced some involvement with community mobilization during their careers. This raises the possibility the results may be biased as they represent a sample of officers that are already invested in the process and believe in community involvement within policing. The snowballing format may also have missed potential respondents with valuable information. The referred interviewees may have personal and professional relationships and potentially similar interpretations.

Further, the initial interviewees were referred to the researcher through the Superintendent in charge of community mobilization. As previously mentioned, power is

often associated with senior staff, and therefore presents a potential for interviewees to acquiesce to the philosophical stance of the organization. While the focus of the interviews was directed towards improving the service delivery of community mobilization, the interviewees may have felt a need to balance their responses by demonstrating a commitment to continuing with a community mobilization strategy.

Some apprehension may have been experienced by interviewees if they felt a civilian member of the community would have a limited understanding of what community mobilization is, or how it relates to the business practices of the police service.

The fact that one researcher was used could be perceived as an advantage or a disadvantage. Where consistent questioning and interviewing style eliminates the possibility of inter-rater discrepancy, biases are less identifiable when only one person conducts the interviews. One researcher negates the opportunity to challenge potential assumptions around the data. The researcher also used note taking as a method of capturing the data, and risked losing some valuable information if they weren't a proficient note taker.

Finally, qualitative methods can be criticized in the area of reliability due to the absence of standardized data collection instruments, and the use of non-probability sampling techniques. However, the continuation of key informant interviews until saturation ensured the list of interviewees was exhausted, and the patterns identified were legitimate.

4.0 Results and Data Analysis:

The interviewees focused on service improvements as opposed to current strengths. The process was an open-ended interview format, and did not rely on guiding questions. Many people made general comments reflecting both positive and negative opinions about the applicability of delivering community mobilization to the community.

4.1: Overall Opinions

Overall many people expressed feelings of disappointment about the progression and current state of community mobilization. For many reasons people did not feel the implementation of community mobilization was very effective. Although most of those interviewed agreed that mobilization held a positive presence in the delivery of police services, many people expressed an interest in contributing to the change for future development.

4.2 Understanding the concept of Community Mobilization:

When discussing the concepts of community mobilization, most people believed there is minimal understanding throughout all levels of the organization. People generally felt the concepts of mobilization were becoming diluted. A sense that community mobilization held little prominence at the patrol level was a strong theme throughout the interviews.

There was a belief among most of those interviewed that very few people understood the conceptual nuances between community mobilization and community relations. The lines became blurred as the constructs of problem-oriented policing

emerged. When asked about tasks given to the Community Resource Officers (CROs) during the focus group, the duties included: organizing community meetings, making information presentations, acting as police resources on committees, making power point presentations, facilitating meetings, handing out flyers, and completing Crime Prevention Through Environmental Design (CPTED) audits.

4.3 The Role of Management

The role that management plays within the framework of community mobilization came up in almost every interview. Middle managers (Sergeants and Staff Sergeants) were frequently mentioned as being a significant barrier for community mobilization projects to occur in the patrol divisions. It was noted that this is due in part because they tend to delegate community resource tasks to the Community Resource Officers (CRO). Subsequently, the CRO found they did not have the time, resources, or support to do the mobilization work. Comments such as "mid management support is a huge barrier" was a common trend identified during the interviews.

The role of senior management (Directors, Inspectors, and Superintendents) was also a repetitive topic of discussion for the interviewees. Most people expressed feeling a lack of support and isolated from senior management's direction. It was suggested that senior management could be more focused around rewarding officers for engaging in community mobilization initiatives. Many of those interviewed felt that recognition from senior management, in the form of formal documentation, or presence at project sites, was extremely important. Many people felt that management should be held to a greater level of accountability. One person summarized this by suggesting that senior

management needed to "inspect what they expect." Overall, it was felt that management's attention to mobilization required a more prominent role.

4.4 Structural Issues:

Another commonly discussed theme was the issue of organizational structure. Most people were adamant that the organization's structure must change in order for community mobilization to work effectively. While the overall thread to many of the discussions revolved around structure, the specific solutions offered were diverse.

The geographic location and working hours for the Community Resource Officers was the most commonly discussed topic. Some people believed there should be a CRO on each platoon, in each division, while others believed that "if they went on each platoon, organizational and officer communication would be a huge problem." Another person interviewed believed that having a Community Resource Officer on every platoon would make it difficult for community members to contact them while working shifts. Several people believed Community Resource Officers should go on the detective schedule, alleviating them from the midnight shifts, but keeping them aligned with the patrol shifts, and accessible to the community.

Many people discussed the notion of increasing the number of CRO at each division. This coincided with an expression of providing more power and authority to the CRO so that mobilization projects could gain greater organizational support. Within the system under review, projects were perceived as being unsupported and discouraged.

The promotional process also surfaced during many of the interviews. Some respondents believed that officers involved in mobilization work or other focused and

specialized duties, should be rewarded through the current promotional process. Many people believed that promotion to the rank of sergeant should have mobilization work as a necessary prerequisite.

The fluid movement of officers, or their reassignments, was viewed as a barrier to the community mobilization process. Many believed that community connections were frequently lost due to the lack of proper job transitioning and frequent turnover.

In an effort to address the community relations versus community mobilization confusion, many people suggested changing the structure to visibly separate the two concepts. It was commonly felt that by separating the two assignments out of the current branch (Community Resources Branch), the automatic resource pull from community mobilization officers could be avoided. At the time of the interviews Community Resource Officers and School Resource Officers (SRO) were being reassigned to assist with community events such as fun fairs, open houses, or fundraising charity events such as United Way car washes. Most people felt this diminished their capacity as community mobilization officers and mitigated their connections to the communities that required their attention.

A keen area of interest for many of those interviewed centred around forming a structure that would add more support to the CRO in each division. Presently each CRO is isolated from the other officers in the division and do not have enough support to role model and effectively integrate community mobilization. People would like to see this area improved.

It is important to note that placing an officer on each patrol shift or having them aligned with a Detective schedule would result in a dramatic change in lifestyle. Presently

all of the officers assigned to do community mobilization work are scheduled from 8am to 4pm Monday to Friday. A patrol officer's schedule or a detective's schedule requires shift work. This may have been the reason for the resistance.

4.5 Leadership:

The vast majority of people interviewed believed it is necessary for one leader to guide, mentor, and support community mobilization philosophies. The most common vision was to have this leader ensure the vision and philosophy is reflected in all projects. Some believed this person should monitor all projects at all divisions and offer support when ideas and actions detract from the original community mobilization philosophies and values. Many people stressed the need for this person to be highly trained with a social background and must differentiate in both approaches and skills from the leader in the Community Resources Branch. This was the only topic where people felt it necessary to re-approach the interviewer outside of the formal interview process. People placed great emphasis on the need for a separate leader. The need for a highly skilled individual in the leadership position of community mobilization was emphasized.

4.6 The Role of Headquarters:

The role of headquarters was also a commonly discussed topic. Many felt that headquarters was useless and out of touch with reality. Reality was described as appreciating the breadth of the demands being placed on front-line officers. When creating patterns from the comments about headquarters, opinions varied. Some people felt that headquarters should play strictly an administrative role. Others believed

headquarters should support the work of the CRO and offer support and guidance. The last role identified for headquarters was that of an expert. People felt headquarters should have a central and controlling role. In summary, some people viewed headquarters as the core experts, holding on to the resource knowledge, the networks, and the strategies.

4.7 Divisional Barriers:

Many of those interviewed from the divisions discussed the problem of being understaffed and viewed it as a barrier for community mobilization work. Many of the interviewees at the divisional level did not believe that putting more officers in community mobilization was a realistic approach to reducing calls for service. The officers expressed their frustration in being understaffed and felt they would be burdening themselves by working to help mobilize communities. Their preference was to have more officers "on the road" to assist in responding to calls for service.

Traditional front-line response was the focus for most divisional officers. Many conceded that officers in the divisions either haven't bought in to the concept, or feel they don't have enough time to engage in the practice of mobilizing at-risk neighbourhoods.

4.8 Partnerships:

Another very common trend throughout the interviews was the concept of community partnerships. Many people felt this was an area that required further development if the organization was to successfully implement a service-wide strategy of community mobilization. Areas identified were social service agencies, government officials, and crime analysts.

Crime analysis is perhaps an area that is currently underutilized and yet plays a key role in identifying at-risk neighbourhoods for divisional Community Resource Officers. Almost every officer believed that connections to the crime analysts was underemphasized and presented a barrier to the mobilization process.

4.9 Measurement:

Analyzing, measuring, and assessing community mobilization was viewed as very difficult and most people interviewed did not believe it was currently taking place. Many people felt it was not a concept that can be measured and the Service should not spend any time or effort into trying to quantify its effectiveness. The dichotomy that surfaced was that despite such strong beliefs about the inability to measure mobilization, most believed ideally it should be measured in some way.

Measurement suggestions included surveys, collecting and documenting stories, and measuring calls for service. Interestingly, some people were against using calls for service as an indicator of success, citing anecdotally how calls for service rise in an area where community members start gaining relationships with officers. Sustaining strong community mobilization practices in at-risk neighbourhoods was the overall motivation for suggesting strong measurements.

At the conclusion of this process evaluation, and given the climate of performance measurements in policing, it may be timely to conduct an outcome evaluation of community mobilization. Focusing away from inputs, and more closely towards ultimate outcomes is perhaps the best method for determining the effectiveness of community mobilization, and setting a platform for revision if it is deemed necessary.

4.10 Officer Selection:

Many interviewees were concerned about the selection process for community

mobilization officers. People perceived that officer interest in the positions of

Community Resource Officer, Crime Prevention Officer, and School Resource Officer

was strongly connected to the lure of a dayshift job. Officers described the dayshift job as

Monday to Friday, 8:00am to 4:00pm with weekends off. To circumvent this negative

perception, a formalized selection process was discussed. Most interviewed wanted

structured guarantees that officers doing mobilization work were motivated for the right

reasons, and were uniquely qualified to carry out the responsibilities demanded of them

from the position. Specifically, suggestions included an interview process and the

requirement of at least five years service before becoming eligible.

4.11 Officer Skill Set:

The concept of skill sets was discussed throughout the interview process. Most

people interviewed suggested key competencies or skills requisite for the position of

community mobilization officer, namely; communication and interpersonal skills,

organizational skills, leadership, visionary capabilities, documentation skills, analytical

skills, awareness of group dynamics, maturity, ability to handle criticism, open

mindedness, knowledgeable in policing and community work, high level of self control,

mediation skills, belief in information sharing, non-judgmental, creative, and team

oriented.

5.0 Discussion:

It is important to now revisit the information from our data and compare it with the literature on community mobilization, and the logic model used by the Waterloo Regional Police Service.

5.1 Understanding the concept of Community Mobilization:

Community mobilization is a value driven activity that is rooted in refined communication techniques, person-to-person relationship building, and a combination of macro and micro insight and observation. It is a community development approach that relies on innovation, flexibility, and creativity. It is dependent on a high social skill set and often depends upon the personal awareness of each officer as well as their ability to remain aware of the experiences, behaviours, thoughts, and feelings of others.

This approach also requires strong personal discipline and requires officers to focus on individuals and community assets rather than the immediate problem at hand. It is easier for a community to problem solve rather than capitalize on an opportunity to build capacity. An analysis of the information from the interviews suggests that officers transition between mobilization and problem-oriented policing without realizing it. For officers that struggle between reactive policing and community mobilization, a barrier may exist when confronted with the behaviour of residents within the communities that are deemed to be at-risk. Anger, frustration, and fear are often present and officers must work past these surface behaviours in order to effectively build the capacity of each neighbourhood.

The activities associated to the Community Resource Officers are similar to those of a mobilized community as described by McKnight (1995). Interestingly it might be observed that some of the most committed and eager community mobilization officers have assimilated themselves with the community. Stripped to its most fundamental analysis, some officers may be taking on leadership roles as community members, and not necessarily as community mobilization police officers.

Recognizing that community mobilization represents many things to many people, it is clear that people within the police service are struggling with understanding the concept in its entirety. Although many individuals were able to discuss the concept by repeating the lessons from their training, discussions around application often indicated confusion between community mobilization, community relations, and problem-oriented policing. This made the interview process more difficult. Each approach required identification because almost everyone was unaware of when their stories reflected community mobilization, community relations or problem-oriented policing. Conscious differentiation between the three concepts was very rare. The presence of the true form of community mobilization was also very rare.

The actions and approaches specific to community mobilization are labour intensive. Therefore, it is important for the Waterloo Regional Police Service to know how they want the values of community mobilization to affect their service delivery and discuss supporting strategies.

It is much easier, more rewarding, and less draining to respond to community needs through community relations and problem-oriented policing. Community relations work affords officers an opportunity to meet and connect with community members in a

more controlled environment. Developing programs and creating events is a give-receive relationship where officers can offer policing information and the citizens listen and gain information. It is often a back-and-forth relationship but remains very fact based and information driven. Problem-oriented policing puts the officer in more of an investigator role. The officer connects with many people to identify 'weaknesses' and forms solutions, hoping to create a stronger community. This is very rewarding work because the officer tends to be viewed as the 'hero' in the situation and gains a lot of positive community recognition. Sustainability of the changes becomes more of an issue. Community mobilization is a much broader concept. It can include aspects of community relations and problem-oriented policing but any work that reflects these two concepts must be short-term in order to build the capacity of the community without creating officer or police dependency. The approach with community mobilization is to encourage the connection of others and look for opportunities to not be involved. It relies more heavily on a coaching role where a lot of work is completed behind the scenes with little opportunity for public recognition. It should appear that the officers are doing very little work so that any changes that occur will be viewed as resulting from resources within the community. This work receives little fanfare for police, yet it is more substantive for the community.

5.2 The Role of Management:

Within the Waterloo Regional Police Service, officers appeared more comfortable in discussing community mobilization in the abstract as opposed to discussing it in

practical terms. Even during interviews, people were reluctant to discuss concrete community mobilization concepts.

Conversations about community mobilization are very important in terms of spreading the concept throughout the service. It was clear through the interview process there was argument over how to discuss the concept within the organization and among the officers themselves. People appeared sensitive about the language and expressed strong feelings for or against some words. For example, some people did not like using the word "mobilizing" as a verb; others wanted to stick to 'community policing'; others expressed frustration with the whole concept as a separate entity and wanted it labelled 'policing' "because it is what we do anyway." Regardless of the choice made around language, it is important to recognize that people are struggling with how to talk about community mobilization. This presents as a barrier to implementation. If people are uncomfortable discussing the concept, community mobilization will dissolve.

Discussions, whether it is clarification, education, sharing, or venting, are very important for continuing concepts. At the senior staff level, discussions around the concepts and actions associated to community mobilization must occur so that a common language can be formed and then dispersed throughout the service. However, it is important for any local government organization that embraces community mobilization to carefully examine the language it supports. Language can be used to propagate the message either accurately or inaccurately.

The concepts of language stem from the interviews and the realization that many people struggled with characterizing the activities involved with community mobilization work. Where middle managers were identified as potential barriers to the implementation

of activities, senior managers appeared indifferent to its success. When interviewed, senior managers also struggled with language and common descriptors. Although all senior managers took part in community mobilization training, it appeared from their responses that many different interpretations emerged. Continued dialogue at the senior level may have meted out some of those disparities.

It is here where both senior and middle management play a significant role towards the success of a police service's ability to implement a process that supports community mobilization. For a police service, balancing internal and external leadership responsibilities is a challenge. In an environment where social or community development agents are absent, the police leader must encourage other local government agencies to engage at-risk communities and support their need for mobilization. The police leader is either a leader of an organization committed to community development at a local government level, or a leader within a police institution (Kretzmann and McKnight 1993) supporting through governance the efforts of officers striving to build the capacities of community members.

5.3 Leadership and Structural Issues:

A structure that supports community mobilization is incredibly important and essential for sustaining the vision. With community mobilization being rooted in thought processes and social skill development, a leader becomes an important component for monitoring the decision making around all actions. Leadership within the organization must ensure that problem solving remains minimal in the process. To affect this, a leader must have a strong understanding of community mobilization, a high social skill set, and

credibility among the officers within the service. The role of this person should be to role model the skills, maintain the vision and goals, offer mentorship and coaching, and redirect action when it steers toward problem-oriented policing or community relations. In order to find someone with such skills, training may have to be invested into the leader before this initiative grows. It is clear that community mobilization work is susceptible to distortion and can be negatively influenced by dominant discourses so forming and developing strong leadership is essential.

Structuring this approach to support all the goals and objectives within community mobilization requires examining many factors. Based on the interviews with officers it appears that changes to the structure are necessary and important. The following areas require re-examination: the role of headquarters, divisional presence, reporting structures, shift schedules, relationship with platoons and other branches within the service (particularly crime analysts), supervision, decision making power within the hierarchy, promotions, selection of community mobilization officers, and the splitting of community relations and community mobilization.

5.4 The Role of Headquarters:

Where the leaders within the Service safeguard the vision of community mobilization, the role of headquarters can be seen as developing, communicating, and projecting the vision. A visioning process is constant with organizational leadership responsibilities, and it may be necessary for headquarters to be more omnipotent in its support for mobilization. Within the organization, headquarters could ensure that consistency is met with each mobilization initiative. External to the organization is the

role for headquarters (the police service) to be viewed as a champion for mobilization and possibly the lead in community development initiatives.

Although it may appear dichotomous by design, the end result could very well be a model for perpetual readiness. On one side senior police leaders role model the requisite community development skill sets that encourages other community leaders to direct their institutions towards community mobilization. On the other, community mobilization officers develop the same sets of skills that enables them to work in at-risk communities while simultaneously preparing themselves to one day take on a senior leadership role within their organization.

5.5 Divisional Barriers:

Again this is a leadership issue. It is symptomatic of a larger situation where a divide exists between community policing and more narrowly focussed law enforcement activities. This was evidenced with the number of responses from officers that expressed a disdain for the community work being done by a very few officers, while "real" police work was being done by the vast majority. Not dissimilar to the resistance experienced at the onset of community policing, this crevice will narrow if crime prevention through community development can be evidenced.

5.6 Partnerships:

With an absence of external agency partners, it is not surprising that police services become the sole leaders of community development. Uniquely positioned in society, the police are often the first to respond to a neighbourhood in crisis. Further, the

police are the only social agency that operates twenty-four hours a day, seven days a week. Therefore what often occurs is a form of role or identity crisis, where the officers assimilate as representatives of the community, as opposed to representatives of an institution.

The crime analysts' identification of at-risk neighbourhoods is integral to creating internal partnerships. Although the first step in the logic model is scanning the environment, formalizing the crime analysts' information has not been formally introduced into the structure.

5.7 Measurement:

Although not the focal point, measuring community mobilization strategies should be a part of the process. It is important to receive continual feedback from the community and create an approachable environment. Building evaluation into the process will either ensure its sustainability, or identify a need for refinement and retooling.

As discussed earlier, the business planning requirements for police services are becoming more and more prescriptive and focus on objectives and measurements with respect to key areas of policing. Community-based crime prevention is one such area. While it remains with the individual police service as to how detailed the planning will become, there are a number of academics and community groups working towards identifying outcomes based results with respect to community focused police work.

Lawrence Sherman (2002) has done considerable work in the area of evidence-based crime prevention. Searching for critical success factors is a challenging course for police practitioners. The Waterloo Regional Police Service (WRPS 2004) has

incorporated into their future staffing plans the placement of a program evaluator into the Research and Planning Branch. Additionally, members of the Community Policing Advisory Council are attempting to secure a grant to develop and study critical success factors for community mobilization.

5.8 Officer Skill Set:

This area is instrumental to sustaining an effective community mobilization strategy for police. The research has identified that strong leadership skills are necessary to maintain an effective service delivery model for the police service. The research information identified a number of skills necessary to maintain a consistent approach towards community mobilization work. Officers require: communication and interpersonal skills; organizational skills; leadership and visionary capabilities; documentation skills; analytical skills; an awareness of group dynamics; maturity; the ability to handle criticism; open mindedness; knowledge in policing and community work; a high level of self control; mediation skills; a belief in information sharing; a non-judgemental approach to people; and creativity to continue working at mobilizing at-risk neighbourhoods.

5.9 Logic Model:

Based on the information gleaned from the interviews there appears to be some variance between the Waterloo Regional Police Service's application of community mobilization and the intended logic model.

Where scanning the environment is the first step in responding to at-risk communities, the logic model describes the activities of front-line police officers. The logic model does not detail the means by which the environment is scanned, save and except the front-line officers. The research recommends a more sophisticated approach that uses the divisional crime analysts as a tool for identifying trends and needs. Further in the scanning stages, the process reflects an enforcement-focused response and leaves little room for interaction between front-line police officers and officers working at mobilizing at-risk communities.

The identification of community stakeholders occurs further during the analysis of the situation. While the logic model need not necessarily require attention at each step, the absence of community mobilization officers in the scanning phase may be causing the divide between enforcement driven officers and the community mobilization officers.

Choosing an at-risk community occurs in the third stage of the model, as the community mobilization officers respond to the community in need. Unfortunately the enforcement approach may well be on the way and therefore competing interests occur within the police service, and between officers. Here the research clearly indicated a need for a leader of community mobilization to offer guidance and support for mobilization initiatives and also coordinate police response within the various divisions. The model assumes that the mobilization work is done predominately by front-line officers. Clearly the research indicates the difficulty with that model and the impracticality of it given the workload demands on the front-line. The model is an excellent working tool for mobilization yet describes the police role as the lead agency in community development. Although reality, further information will reveal the difficulty with that model.

6.0 Recommendations and Conclusions:

The following is an overview of the research project, including significant findings, recommendations, and conclusions. The information provided is to be considered as constructive comments and serves to validate the extraordinary work by the Waterloo Regional Police Service. The following information is provided as a means to improved police service and as a necessary step towards an outcomes evaluation of community mobilization.

6.1 Key Findings:

Based on the results of the research information, and juxtaposed with the literature review, the following key findings can be made regarding the process evaluation of the Waterloo Regional Police Service's delivery of its community mobilization efforts:

i. Community mobilization requires changes to its implementation processes in order to increase its effectiveness;

ii. The conceptual knowledge of community mobilization, within the Waterloo Regional Police Service, varies significantly throughout all levels of the organization;

iii. Community mobilization needs to be supported and championed through organizational changes that include structure, leadership, and management;

iv. Training in the area of leadership skills for officers is necessary for a consistent and practical application of community mobilization;

v. The logic model requires a degree of retooling to better reflect the requisite coordination of reactive and proactive policing;

vi. The Waterloo Regional Police Service facilitates an outcomes-based evaluation of community mobilization, after the processes described within are successfully met.

6.2 Recommendations:

The logic model developed in concert with a Community Justice Consultant is the blueprint for service delivery for the Waterloo Regional Police. Its flows and ebbs are the logical steps of a theoretical nature, yet falls slightly short in its practical implementation. The preceding research indicates some barriers to its successful application. Although some refining may be required, it is first necessary to restructure the organization before attempting to map out directional changes. Establishing strong management and leadership roles must comprise the initial stages when attempting to recover the direction community mobilization moves within Waterloo Region neighbourhoods.

Training in the area of skills development for officers working directly with community mobilization can be accomplished through the design of a practitioners course. The areas identified through the research are great beginnings and can be built upon to respond to the constantly changing climate of community and social development. Training around the concepts and theories of mobilization relevant to police work is necessary to ensure a consistent approach throughout the organization.

Finally, an outcomes-based evaluation will identify what effects community mobilization has on a community, and what impact it has on the delivery of policing

services. An evaluation of this type might involve a quasi-experimental design, including a multiple time series with a pre-test/post-test model, including a control group. Whatever form it takes, the evaluation will be a necessary step in ensuring the entire organization realizes the positive effects that a mobilized community can have on a neighbourhood deemed to be at-risk, and how it positively impacts the safety and security of a community.

6.3 Conclusions:

The need for police services to engage in community development is essential to community policing. Senior police administrators must recognize their role as community leaders and collaborate on planning the community development objectives for at-risk neighbourhoods within their jurisdictions. They must be prepared to mobilize other institutions and agencies in the absence of community cohesiveness.

It is imperative that police services recognize the need to take on the lead role in community development, appreciating that it is not a matter of who leads, but rather, who leads when (Waterloo Regional Police Service 2000).

Frontline officers carry out the activities that are described in the literature and research. Working in partnership with community members can ensure a community's assets are leveraged and strengthen. This can involve organizing meetings, planning activities that break down barriers between citizens and police, or providing conflict resolution practices to problem solving, A community's own issues of insecurity can be addressed from within, limiting the need for external dependence. The leadership role and
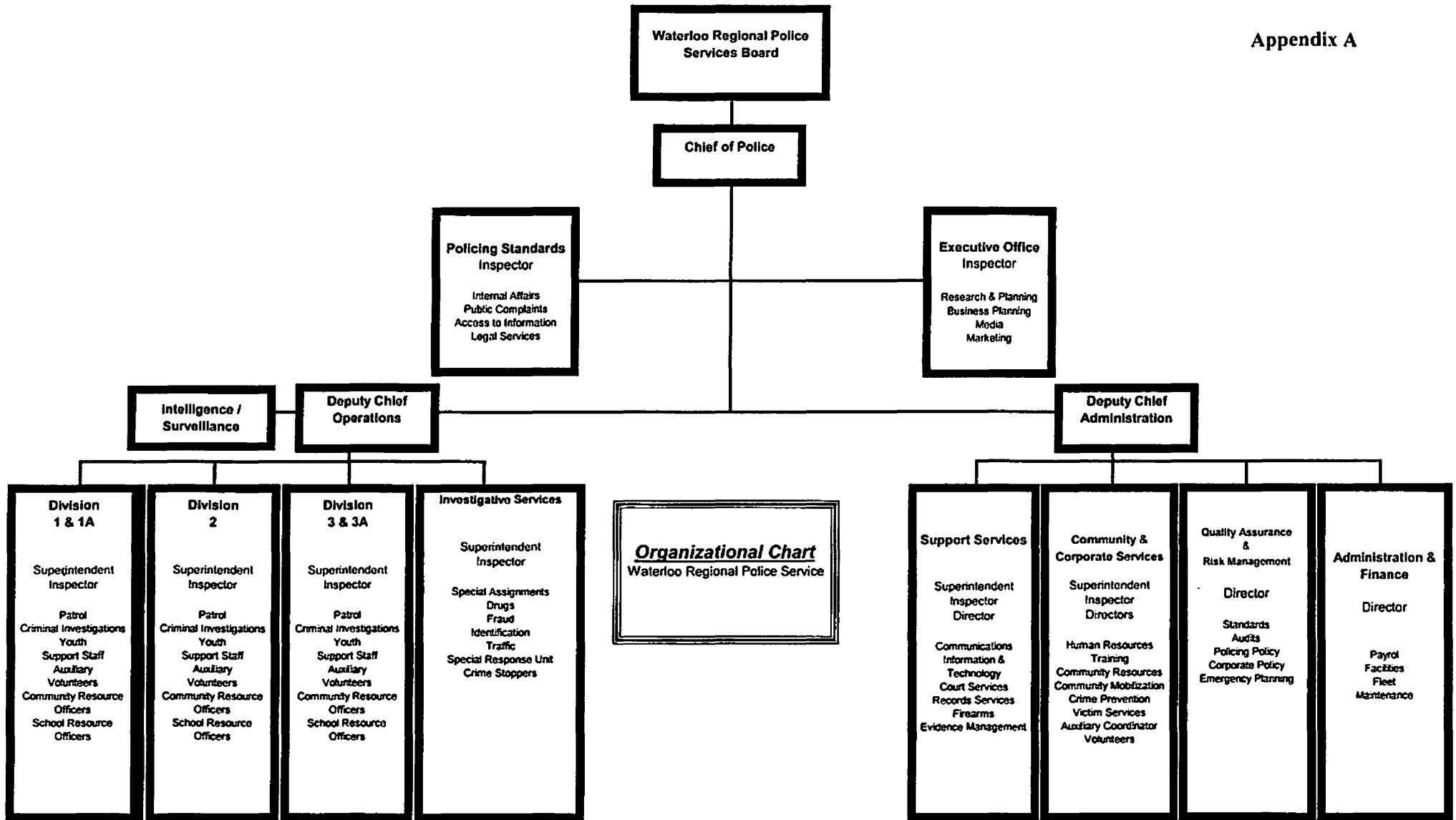
the activity role for police services are both necessary for mobilization to work and succeed as a crime prevention and community development technique.

Kretzmann and McKnight (1993) describe asset mapping as one of the first steps in mobilizing a community. The implied assumption is that someone other than police has carriage over the development of the community. The police are identified as an asset and carry out the activities described above. When the police are the only community developers on scene, they take on a dual role of responsibility. They provide community leadership in rallying other agencies and institutions, as well as other community members. They also follow the other steps by: building relationships among local assets for mutual problem-solving; mobilizing community assets for information sharing; building a community vision; and leveraging the activities from outside the community.

Confusion takes hold when the police try to solve the problems for the community, and become frustrated when they are seen as an asset only to realize they are the only assets being sought. To successfully sustain fundamental community mobilization techniques a police service must be properly trained in mobilization leadership skills, having proper structures and leadership in place to support the work of mobilization officers within the police service, and understanding the subtle nuances between problem-oriented policing and capacity building,

In June 2005 the Waterloo Regional Police Service accepted the Ontario Association of Chiefs of Police Community Policing Award (Waterloo Regional Police Service, 2005) for their work in mobilizing merchants to deal with issues of homelessness, panhandling, and graffiti in a local municipality. Business people, municipal politicians, city staff workers, police, and concerned citizens worked together

to help solve a growing problem within a small section of the city. The police officers leveraged the leadership in the community and provided resource and assistance as needed. Their work was recognized as a community mobilization initiative and offers validation for their work to date. Further, it provides insight into the potential for service-wide successes. The impetus for process adjustments rests with a comfort that the Waterloo Regional Police Service is a leader in law enforcement and crime prevention, knowing that crime prevention through community development is recognized as an important component to effective community policing practices.

Waterloo Regional Police Services Board

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Deputy Chief Operations

Deputy Chief Administration

Division 1 & 1A

Superintendent
Inspector

Patrol
Criminal Investigations
Youth
Support Staff
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Community Resource
Officers
School Resource
Officers

Division 2

Superintendent
Inspector

Patrol
Criminal Investigations
Youth
Support Staff
Auxiliary
Volunteers
Community Resource
Officers
School Resource
Officers

Division 3 & 3A

Superintendent
Inspector

Patrol
Criminal Investigations
Youth
Support Staff
Auxiliary
Volunteers
Community Resource
Officers
School Resource
Officers

Investigative Services

Superintendent
Inspector

Special Assignments
Drugs
Fraud
Identification
Traffic
Special Response Unit
Crime Stoppers

Organizational Chart
Waterloo Regional Police Service

Support Services

Superintendent
Inspector
Director

Communications
Information &
Technology
Court Services
Records Services
Firearms
Evidence Management

Community & Corporate Services

Superintendent
Inspector
Directors

Human Resources
Training
Community Resources
Community Mobilization
Crime Prevention
Victim Services
Auxiliary Coordinator
Volunteers

Quality Assurance & Risk Management

Director

Standards
Audits
Policing Policy
Corporate Policy
Emergency Planning

Administration & Finance

Director

Payroll
Facilities
Fleet
Maintenance

Appendix B

Logic Model
Community Mobilization for At-risk communities

Components	Scan the environment	Analyze the situation	Respond	Assess
Activities	Front-line officers identify high calls for service	Identify willingness of citizens through indicators such as ethnicity, demographic, socio-economic and family, also looking at causes	Choose and at-risk community	Identify indicators of crime reduction
Short-term outcomes	Identify features of criminal activity	Identify community stakeholders such as social services and municipal services	Involve at-risk community members through meetings and engagement	Determine the safety and security needs of the community
Target groups	Increased enforcement in targeted areas and target harden	Analysis and planning with community, social, and municipal reps	Support capacity building initiatives developed by community	Assess community cooperation between at-risk members, social reps and police
Long term outcomes	Monitor and record calls for service	Analyze cohesiveness and confidence of community Analyze potential for reduction of crime	Ensure ongoing support and communication	Assess community safety Assess community drive Assess capacity
Ultimate outcomes	Increased safety and security Reduced calls for service Increased community confidence			

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