Building safer societies: A framework for trust

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A Framework for Trust: Widening the Net – Narrowing the Outcome.

In today's complex and interconnected world, the diverse communities that exist within it are ecosystems no longer defined by geography alone. Instead, a multitude of factors, interests and connections – both virtual and physical – bind us all. These connections need to define the actions and approaches of collaborative multi-agency organisations – public, private and voluntary in the services they provide for citizen, community and societal wellbeing and resilience. Indeed, close, mutual and trusted collaboration between these agencies and organisations and the citizens and communities they serve, is an essential component in ensuring the fulfilment of their duty to protect and promote citizen and community wellbeing.

But the array of services delivered to citizens are all very different. And the roles of the many different organisations involved and the outcomes they seek also. But are they? This paper sets out the case that these seeming differences in both roles and outcomes, are actually just different parts of the same need. Or to use an analogy, separate slices of the same cake. And that cake, along of course with its slices, can taste far better, by having a clearer view of the ingredients and the instructions with which to bake it. For those involved in the provision of citizens' services, a better cake means greater impact and improved outcomes, on the ground in communities, improving the quality and effectiveness of services and the lives touched by them. To do so, to bake a more cohesive and coherent approach to information sharing, leading to more informed insight, better communication driving closer collaboration and trust, within a more relevant and aligned framework of governance,

This article explores three areas, seemingly different across a range of factors, where, a multitude of different agendas are driving change. This article proposes that each, actually, are really component part of the same continuum and that through a more joined-up and cohesive understanding of their roles, approach and outcomes, that is better more unified information and governance, not only can each of the three different individual areas enhance the services they provide but taken together, through a better more joined-up shared understanding, that the impact and outcomes sought by citizens and communities be dramatically improved.

While CP manifests itself very differently to that of other forms of policing and law enforcement, it is information that connects them. Information, its use and governance, enable valuable and meaningful CP that can help to build and sustain trust across and within citizens, communities and law enforcement. However, information flows are not fluid like water. Organisational boundaries and the many different rules and requirements that apply, mean that information is often restricted or prevented from being used by those most relevant, or in a way that can do most good. A contributory cause is that organisations view the world in which they operate very differently. Differing perspectives are driven by many factors including risk, history, culture, capability, economics and leadership. These factors fuel how organisations conduct their business, their governance and policies, training, budgets, processes and systems. These differences, especially in governance and policy – where resulting information and decisions need to flow across organisational, operational or jurisdictional boundaries (internally and externally) – are significant areas of risk. Failures can, and often do occur, especially in our interconnected world where, in the wake of a major incident, dependencies and interdependencies can lead to consequences and cascading effects. The complexity of collaboration and communication with citizens and communities, essential in CP where a user and citizen-centred approach is key (i.e. a unified, coherent and cohesive view of roles, responsibilities and capabilities relative to information use), is critical to achieving desired CP outcomes.

This article describes a community policing architecture framework (CPAF) that provides a common and shared understanding of the governance, policy and flow of information, across and between the multiple stakeholder organisations involved. It includes not only citizens and law enforcement, but all stakeholders. This creates a mechanism to better understand and share information at a community level, and provide an essential building block to create and sustain trust and, ultimately, the means by which shared CP outcomes can be achieved. CP across the UK, Europe and further afield, is the bedrock for keeping society and its communities and citizens safe, secure and resilient. Some of the most highlighted contemporary examples are the many terrorist attacks that communities across the world are having to plan for and come to terms with. Such events place a particular spotlight on the importance of CP in the fight against terrorism. This can be seen in the two examples below.

The formal introduction of 'community-oriented policing (COP) as the social philosophy of policing in Belgium was part of drastic reform in 1998. COP is a strategy that focuses on the police building ties and working closely with members of

communities. It seeks to create partnerships between law enforcement agencies and other organisations, such as government agencies, community members, non-profit service providers, private businesses, and the media, which represent a powerful channel through which the police can communicate with the public. Community policing recognises that police cannot solve every public safety problem alone, so interactive partnerships are created in which the public assists the forces in developing problem solving solutions. All political parties, majority and opposition, as well as parliament and the government, pleaded for this police model. Finally, the adoption of COP was consolidated in a circular letter distributed by the Minister of Internal Affairs in 2003. The second example is that of Officer Jim Buck of the Los Angeles Police Department (LAPD) in the US, who dresses like a cop but does not behave like one. As a community outreach officer, he uses community policing strategies to fight terrorism, as called for by the White House to prevent violent extremism. Under the leadership of Deputy Chief Michael Downing, community policing forms partnerships between law enforcement and the communities they serve. These techniques emphasise proactive joint problem solving to build trust and co-operation and address the conditions that diminish public safety. Nearly one half of policing agencies in the US are using the community policing practices of outreach and engagement to communities being targeted for recruitment to terrorism, according to a recent national study led by Duke University's David Schanzer. But terrorism, like other issues and challenges facing society at the grassroots, can all be tackled proactively through good CP practices before they become more serious. Research on ethical, legal and societal aspects related to best practice in CP across Europe has been undertaken by the Unity project partners in order to shape the project's development. Unity is an EU Horizon 2020 funded project that aims to enhance the relationships and communication channels between the police and communities. To this end, Unity aims to identify CP best practices, and use these to develop solutions to improve the communication between police and communities, as well as a foundation for the development of police training and awareness around CP. Through further background research and interviews with existing stakeholders, this has evolved into three important CP concepts:

- Working together, co-operation and collaboration between police and external groups;
- Building relationships of trust, confidence and understanding between police and external groups; and
- Addressing local needs and issues, both proactively and reactively.

Primary research and requirements elicitation for the project were undertaken in eight partner countries: Belgium; Bulgaria; Croatia; Estonia; Finland; Germany; Macedonia; and the UK. Interviews were conducted with police, young minority people, intermediaries (who work with young minorities and the police), advocates and legal and academic experts. From this research, the project developed its work based on the identification of six pillars (outcomes) of CP (see sources), which are: Trust and confidence building; accountability; information sharing; crime prevention; addressing local needs; and working in a collaborative manner. To achieve these shared outcomes across a range of multiple and diverse stakeholders and organisations – including citizens and community stakeholders – can be challenging because, as previously described, each views the world very differently. An organisation's perspective relative to the other organisations with which it must collaborate, is neither right nor wrong, good or bad. It is just different. And all these views have value. But the differences, especially at the interchange of organisational boundaries, whether internal or external, are where gaps exist and risks arise. Information and its flow between and across these different organisations and stakeholder groups, so critical in creating a shared understanding of the issues and challenges faced, need a framework to bridge these gaps and to build the trust that is essential to achieve the desired CP outcomes on the ground.

Dynamic and complex challenges

Benjamin Disraeli once said: "The most successful people in life are generally those who have the best information." Still true today, this statement applies equally to communities seeking to understand and meet shared issues and challenges. Information, its flow and use across and between the many diverse stakeholders and organisations, provides the currency and lubrication to improve CP. It is this shared information and its use that show what works well and what does not in current CP practices at a community level; and how that information can be applied to innovate and improve new CP models and approaches to meet today's dynamic and complex challenges. Unity CPAF is aligned to the outcomes identified in the project's research. It will use information as an enabler to underpin a shared view of risks, threats, vulnerabilities and hazards across community ecosystems. This scenario driven view supports a governance framework that enables the many multiagency organisations involved to work more effectively together. Collaborating and co-creating innovative solutions with citizens and communities, through a better understanding, sharing and management of information, will mean they are able to address the challenges within the complex community ecosystem. Enterprise architecture (EA) is defined as: "the fundamental organisation of a system, embodied in its components, their relationships to each other and the environment, and the principles governing its design and evolution." The CPAF is built upon the core principles of EA to simplify and manage the inherent complexity of a multi-stakeholder and dynamic environment. Its 'single source of truth' drives agile and iterative testing, and governs rules and principles of CP, across multiple different partner organisations and stakeholders. It is an architecture to capture, unify and clarify governance and policy through to operational implementation, with a shared approach to improving CP through collective decision-making and approaches. This creates an environment in which trust can flourish and improved CP outcomes can be achieved.

Granularity

The Unity project has captured, held and structured the detail required for the eight pilots within the CPAF. This includes what information is used, how it is used and the constraints of its use, across and between different organisations involved in CP at the community level. This creates a current operating model of CP, from which scenarios are used to build a set of detailed process flows within the architecture framework, to visualise the activities that take place. It will help understanding, at increasing levels of granularity, of how joint decision-making in the context of CP occurs, the processes, procedures and systems that support it, the governance and policy that enables it and the information sources, needs and uses that help or hinder collaboration. The result is a target operating model; in other words, the desired and agreed vision that the stakeholders have of how they would like to see their CP activities improved. This captures and maps both the subjective and objective inputs of end-users on what works and what does not work in their current operating model of CP. From this analysis, innovation can be identified and applied across core capability areas of people, process, technology and governance. The analysis between current and target operating models can drive requirements, described through detailed process flows, for onward exercising, testing and validation of improvements. This is incorporated into a business improvement and transformation plan to drive implementation or recommendations for changes to policy or governance. As stated in the introduction, trust can only be earned. Information is the common denominator between the many different organisations and stakeholders involved in CP at a local community level. How such information is gathered, shared and used to benefit the community and tackle the numerous challenges at the grassroots level, before they become significant problems, is paramount. Trust needs to be earned between all citizens and their communities, as well as the various law enforcement and other multi-agency stakeholders involved in community policing on the ground. This framework for trust, the CPAF, is a mechanism to understand and share information at a community level more effectively. It provides an essential building block to create and sustain trust and, ultimately, the means by which shared CP outcomes can be achieved. The findings and knowledge from the CPAF, captured and described in the target operating model and detailed in the business improvement and transformation plan, provide valuable reference knowledge and benefits that are scalable and transferable to support CP improvement outcomes, wherever community policing is required. The framework that can provide a common and shared understanding of the governance, policy and flow of information, between the multiple stakeholder organisations involved, which is being developed in the Unity project, is an important step toward establishing vital trust.