Title:

Duty to Consult:

Quantifying Critical Incidents – Assessing Community Impact

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The thesis is submitted in partial fulfilment of the requirements for the award of the degree of Doctor of Security Risk Management of the University of Portsmouth.

Submitted September 2016
Abstract

How do you acquire the ability to respond proportionately to incidents of community tension? Who should aggregate early warning indicators to identify potential issues? Where is the responsibility for ensuring that emancipatory security practices safeguard tension and promote accurate analysis without subjecting communities to excessive surveillance and control? This thesis demonstrates the sustainability required to create a paradigm shift in the management and application of tension monitoring by the police. Achieved through broadening the current discussions of early warning and tension monitoring, an evaluation and application of a systems-based pragmatic approach is presented to address and resolve tension. The method codifies an enhanced multi-criteria risk selection tool, reporting on and triaging incidents, whilst building resiliency through community mobilization. The relevance of security, agency and community has been streamlined through collaborative inquiry enhancing best practice. Communities and stakeholders are integrated into the response, with specific application to Canadian Indigenous and human security issues. The potential for improved situational intelligence and operational decision-making is augmented using heuristic models of analysis. Based on applied systems thinking the research explored the mapping of leverage points to fully consider informed responses to complex situations. The impact of this research is directly relevant to operational policing and non-government organisations that work with Indigenous people and, more broadly, all communities experiencing conflict.
Key words: Early Warning, Tension, Relation Human Security, Intelligence, Intersubjectivity, Community Mobilization, Indigenous research
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Declaration:

Whilst registered as a candidate for the above degree, I have not been registered for any other research award. The results and conclusions embodied in this thesis are the work of the named candidate and have not been submitted for any other academic award.

Thesis Word Count: 49917
### Abbreviation:

<table>
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<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>ACPO</td>
<td>Association of Chiefs of Police</td>
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<td>ARM</td>
<td>Action Research Methods</td>
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<td>CIA</td>
<td>Community Impact Assessment</td>
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<td>CIAM</td>
<td>Community Impact Assessment Model</td>
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<td>CIM</td>
<td>Critical Incident Management</td>
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<td>EEP</td>
<td>Experienced, Evidenced and Potential</td>
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<tr>
<td>EESP</td>
<td>Experienced, Evidenced, Social Media and Potential</td>
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<tr>
<td>ICOCO</td>
<td>Institute of Community Cohesion</td>
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<td>ILP</td>
<td>Intelligence-led policing</td>
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<td>INAC</td>
<td>Indian and Northern Affairs Canada</td>
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<td>IPA</td>
<td>Interpretative Phenomenological Analysis</td>
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<td>IRM</td>
<td>Indigenous Research Methods</td>
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<tr>
<td>KIN</td>
<td>Key Individual Network</td>
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<td>NCTT</td>
<td>National Community Tensions Team</td>
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<td>NIM</td>
<td>National Intelligence Model</td>
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<td>RIC</td>
<td>Royal Irish Constabulary</td>
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<td>SYST</td>
<td>Systems Thinking</td>
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<td>TVP</td>
<td>Thames Valley Police</td>
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Acknowledgement and Dedication

Without Erin this dissertation would not have been possible. A deep yearning within me exists to give voice to the voiceless; it has been part of my journey and is influenced by my parents’, brother’s and sister’s belief in equality and social justice. Along the way I have been influenced and supported by Barry Loveday, Phil Clements at Portsmouth and Christian Leuprecht, David Watson, Judy Archer, Michael Jones and Peter Wynne, Teresa Yeung in Canada. I thank the participants and the organization for their involvement and assistance, I also wish to acknowledge DC Ron Woodland, Prof. Grieve and Prof MacVean for their mentoring.

Erin, thanks for the encouragement, it was you who gave me meaning again.
‘The Game is so large that one sees but a little at a time.’

(Kipling as cited by Hopkirk 2001, p. 6)
In recent years significant advances have been made to seek effective, measured responses to managing critical incidents within communities. The phenomena of critical incidents have revealed deep underlying tensions, transcending silo categories of discrimination to include mental health, death following police contact, protests, riots and negligence. Awareness of interconnected issues relating to critical incidents has been actively researched from the perspective of leadership and management (Alison and Crego, 2008); however, there is a lack of material exploring and developing effective community impact assessment model (CIAM). A working definition of a CIAM is presented as

‘a document that aims to define the causal relationships between events, facilitate understanding of the impact of an event on a group of people, produce measures known as risks, and develop a methodology to understand and prevent the risk from increasing, known as control measures. The end result is a document that seeks to manage a fluid situation by deploying a variety of policing resources based on intelligent and informed decisions.’ (Bhatti, 2008, p. 176)

Despite a paucity of material focused on advising how to manage a critical incident emanating from the UK, this research focuses on the CIAM as a relational model designed to combine applied systems thinking with analytics delineating the rationale for effective decision-making. The increased need to actively engage and reflect on the relational objectives of the police highlights the role of the frontline service in quantifying critical incidents and assessing community impact.

This research is specifically focused on evaluating the use of a CIAM within the criteria of the critical incident definition; particular attention is given to the area of monitoring community tension. A useful analogy to frame the CIAM is that of a coin. The coin is segmented to include interwoven aspects
of monitoring and surveillance in combination with impact assessment and intervention. The combination of the segments provides the framework for a feedback loop, where received information is analyzed and evaluated. The results direct activity in a new context, providing information to fill gaps and develop interventions. All contexts are unique; the aim of the research is to adapt the CIAM to meet Indigenous and Canadian requirements.

There are many methods to gather information for the explicit purpose of managing tension and conflict through early warning indicators (see Austin, 2004; Barton, F., Von Hippel, K., Sequeira, S., & Irvine, M, 2008; Grabo 2002 and 2010). The Experienced, Evidenced and Potential model from the United Kingdom (UK) is developed and expanded in this thesis. ‘Experienced’ refers to the information being shared by the community with the organisation—information that is gathered by local officers liaising with communities engaged in dialogue. ‘Evidenced’ refers to the information that the organisation has access to within its area of operations (which includes stakeholders). ‘Potential’ refers to the probable and likely course of action that an incident will follow depending on the analysis of information. The research has addressed a significant gap in the EEP model through analysis of the data and literature incorporating a new section on assessing social media. Through research on the use of social media, a hypothetical model is introduced to address the grading of information using measurable indicators based on applied research.

The flip side of the CIAM coin examines the Community Impact Assessment (CIA) and associated intervention models. The CIA provides a means to examine the context and variables, and to undertake a risk
assessment of the critical incident, resulting in a coordinated intervention process. When describing the synergy and co-constituting nature of the model the term CIAM is used, as each side is holistic and reliant on the information provided by the other. The CIAM was developed in the United Kingdom (UK) and used by police forces to evaluate community tension and the impact of critical incidents; the model has been enhanced in collaboration with a law enforcement agency in Canada, henceforth referred to as the organisation.

Despite a perceived variation in the definitions used to describe a critical incident in Canada as opposed to the UK, approaches to managing tension have been comparatively similar. The approach used by one organisation is described as the Framework for Police Preparedness to Aboriginal Critical Incidents (Hedican 2012, Ontario Provincial Police 2013, 2015, Parent, 2014) and is specifically used to manage complex incidents involving Indigenous peoples in Canada. Throughout the research the augmented model was referred to as the ‘Framework’. The CIAM provides the Framework with a deeper level of problem recognition, analysis and interventions designed to reduce the intensity of a potential critical incident.

The term ‘Indigenous’ is used in the context of this research to reference the original inhabitants of Canada prior to the process of European imperialism and colonisation (Tobias, Richmond and Luginaah, 2013). In a significant shift reflecting a new direction in Canadian governance and policy, the Prime Minister (Justin Trudeau) changed the name of the Aboriginal and Northern Affairs Bureau to Indigenous and Northern Affairs following the induction of the Liberal government in November 2015. This alteration
reflects the fact that Canada has a rich, complex history with distinctive population groups. Situating the research in context is critical, as the Canadian Constitution Act of 1982 recognises First Nations, Inuit and Metis. As indicated in Tobias et al. (2013), the terms ‘Aboriginal’ and ‘First Nations’ do not accurately represent the diverse nations present in Canada. As such, terminology remains a contested and misunderstood area of debate in Canada due to the fact that legal identity is often shaped and controlled through dynamic and constantly shifting terms. Turner (2006) notes that the political status rises from two key points in Canada’s history: firstly a historical relationship with the British Crown that evolved into a legal relationship with the Canadian government; and secondly, Indigenous peoples living in Canada, who have sovereignty and nationhood which forms part of the rights discourse. The debate around land recognition of treaties and identity forms the basis of a number of contested issues for Indigenous peoples in Canada. More broadly, the adoption of the term ‘Indigenous’ enables the research to be contextualised to deal with broader issues in different global environments. Ultimately, however, the CIAM process is demonstrated to be flexible enough to be used in multiple contexts where there is tension and inter-ethnic conflict, requiring accurate assessment, and enabling planning and operational decision-making for prevention or response.

Despite several government and think-tank reports there is a lack of literature published on the subject of critical incident management. A publication by the Institute of Community Cohesion in the UK (ICOCO, 2010) details a process whereby the stages of completing the EEP model are
explained and reference is made to the requirement to prepare a CIA; however the description is not holistic. The description does not adequately deliver the means to deconstruct complex social, economic and political issues. This research develops the CIAM in context with the Framework, advancing information to a new level beyond the descriptive to include a value-added stage. This research provides the means to begin imparting knowledge that can fill the operational void through the incorporation of conflict analysis, intelligence, peace studies, risk and security management, combined with systems thinking. In particular this research will demonstrate how components of Indigenous philosophy such as relationality are critical to producing informed decision-making. The research has restructured a linear concept of critical incident management to reflect the complexity of lived experience. A process of analysis addressed a number of gaps, identifying new opportunities for a structured method to assist any organisation and empower their employees to apply heuristic analysis and create new mental maps (Smith, 2013). The research is the product of a collaborative participatory process, revealing an integrated understanding and approach. This approach was formed within a synergistic enquiry involving Action Research Method (ARM), Indigenous Research Methods (IRM), Interpretative Phenomenological Analysis (IPA) and Systems Thinking (SYST). The aim of this doctoral thesis is to enable any organisation to move towards accurate articulation and management of security and risk from a holistic human security paradigm. Utilising Argyris and Schön’s analogy (as cited by Smith 2013, paragraph 21) there is an organisational requirement to manage and evaluate community tension:
'When the error detected and corrected permits the organization to carry on its present policies or achieve its present objectives, then that error-and-correction process is *single-loop* learning. Single-loop learning is like a thermostat that learns when it is too hot or too cold and turns the heat on or off. The thermostat can perform this task because it can receive information (the temperature of the room) and take corrective action. *Double-loop* learning occurs when error is detected and corrected in ways that involve the modification of an organization’s underlying norms, policies and objectives.'

A further aim of the research is to assist the organization in moving towards a credible non-paradoxical system that can also provide benefit for communities using double-loop learning. To modify the underlying norms specific tasks can be organised to develop a constant flow of air and regulated temperature; windows and doors can be opened and closed, insulation can be added. The double-loop learning process contributes to a positive organisational environment, engaged participants and resilient community. Shaping organisational change is specifically mentioned, as this is a professional doctorate aimed at developing reflection on action (Schön, 1983) and producing practical, relevant systems-based products to address contemporary issues.

Presented in this research are the results of an action-based, collaborative, phenomenological enquiry that develops a new paradigm for engagement with Indigenous communities, improved analysis of tension and increased accuracy of reducing risk, supported by holistic communication within the organisation. The findings are of significance to national models of best practice in Canada and the UK, with a broader application across communities that are experiencing problematic issues with tension. In stating this claim the researcher recognises that context-specific models have worked efficiently in many areas of conflict and tension across the world.
However, the analysis presented offers an evaluated method for others to critique and develop further.

Specific questions establish how the process of researching and identifying the needs of the organisation and the participants can be furthered through the introduction of a structured process to analyse data, and develop sophisticated interventions based on contemporary systems-based peace-building techniques. When beginning the research it became clear that whilst the Framework was nationally recognised as part of the best practice in dealing with and identifying tension, there was scope to enhance the model further through an integration of the CIAM and to adapt the combined findings to reflect the collaboration and changes suggested by the participants. The second area of research is linked to this outcome and explored methodology adopted in relation to community mobilization and how the CIAM could be integrated into the process. The third area of inquiry locates the CIAM within the concept of situational intelligence, where proactive information is gathered to provide an enhanced picture for decision makers. An essential component identified by Innes and Roberts (2011), which is missing from current models of tension assessment, relates to the gathering of open-source, publicly available material. With the exponential growth in open-source intelligence (OSINT) by law enforcement agencies, this research verifies an approach to analysing the data in relation to tension management. This represents a shift in the EEP model, the Framework, and the paradigm of tension monitoring.

The methodology section describes how a mixed method approach was adopted to explain the integration of the four research areas: ARM, IRM,
IPA and SYST. The integrated approach provided an effective method to situate understanding and apply contextual learning through each of the specific research frames. Several themes emerged from the research centred on relationality; contained within each of the research methods are elements of Indigenous philosophy that speak to interconnectedness, presence and anchoring of ideas. Once the contemporary literature was reviewed and the most appropriate methodological choice was considered, the results of the six-month research agreement were analysed and presented in chapters four to seven.

First the questionnaire was scrutinised, situating the ARM in relation to an enhanced EEP model (chapter four). The fifth chapter provides an overview of the Indigenous circle process where a version of the CIA was developed by the participants. The Ojibway nation of the Great Lakes region refers to this process as ‘Gwayakocchigewin’, translated as ‘making decisions the right way.’ This practice continues to emphasise interconnectedness between individual and family, family and community, community and the creator. Further the Ojibway worldview recognises the gifts people have are brought forward to assist in generating decisions reached through consensus (Kovach, 2010; Lavallee, 2009; PBS, N.D; and Umbreit, 2003). Within this research a significant emphasis is placed on the intersection of research methods; as a number of participants are members of Canada’s Indigenous people this intersectional approach has more than symbolic significance. In order to develop a credible research process, procedure and findings, it was essential to integrate the Indigenous perspective and generate holistic resonance and reciprocity in thought, action
and deed. Resonance was created in the open source example of the research product and demonstrated in mapping leverage points (chapter six).

Together chapters four, five and six situated the CIAM in a comparative framework with the method used in the UK. The creation of new knowledge also provides means of comparison to create the most effective tool for the local context. The result produced an enhanced CIAM based on adaptation and integration of peace building and conflict analysis, potentially shifting current and future methodology towards significant change. Chapter seven revealed a new policing legacy examining the effects of the research findings against the backdrop of colonial policing models, elements of which continue to function today in a variety of capacities including security, surveillance and control.

The title of this thesis forms a link to a broader and larger contextual issue recounting the Haida and Taku River decisions in 2004 and the Mikisew Cree decision in 2005, where Aboriginal Affairs and Northern Development Canada (AANDC, 2011, p. 1) states that the ‘Crown has a duty to consult and, where appropriate, accommodate when the Crown contemplates conduct that might adversely impact potential or established Aboriginal or Treaty rights.’

Within the research, there is recognition of the urgency to position understanding of the duty to consult as a reflection of good governance and policy making. The report states that it is incumbent on all to make informed and appropriate decisions; to create and improve working conditions with all those affected; and to address new business and policy developments.
Whilst the definition relates directly to the ‘application and implementation of treaties’ (AANDC, 2011, p. 8), with particular reference to land claims, the research has found that it ought to be considered from a wider perspective and embrace the spirit of the law. In fact as may be demonstrated in the conclusion there is an obligatory requirement to consider if an organisation’s duty to consult can also form a guiding principle in relation to the Framework and critical incident methodology within the UK and perhaps within all communities, both Indigenous and non-Indigenous in the global context.
2 Literature Review

Outlining the process involved in measuring, evaluating and quantifying the impact of policing decisions on communities is a critical aspect of this chapter. Although conceptual thinking relating to critical incidents has developed since 1999, one particular area, the CIAM, remains under-researched and lacks application in transnational policing. Emerging through a systematic review of contemporary literature, this chapter critically examines the interdependency of operational decision-making, the legacy of colonial policing, contemporary responses, and the opportunity provided by systems thinking and analysis forming the missing component in the system.

Policing is a complex series of processes, systems and interdependent relationships. The interdependency evidenced in the following pages weaves together seemingly separate areas into contemporary decision-making. It is proposed that the legacy of colonial policing methods remains evident in the policing of critical incidents in Canada, England and France. The absence of a direct linkage between SYST and analysis is identified as a missing component in contemporary literature and is addressed within the literature discourse. Consequently the application of a systems approach blended with intelligence and analysis, remedies and creates the opportunity to discuss tension and assessment through multiple overlapping frames involving risk, security and surveillance.

Presented as a synthesized framework revealing interconnected structures, the literature tracks the catalysts and identifies convergent determinates required to implement enhanced decisions in critical incidents. A detailed examination of this framework reveals a discourse of systematic
issues associated with public order and protest in France and the UK, and is applied to specialized liaison teams in Canada. There is an indication that protest, public order, and riot reveal a tripartite relationship reflecting governance, surveillance, and policing.

A further examination of the issues through the lens of colonial policing determined how relationships between communities and nations are in a process of continuous development. The historic methods employed by colonial police forces provide a means to evaluate the origin of current policing methods. The exposition and reverse engineering of colonial policing processes offer a greater degree of support and application to enhance the experience and relationships of communities in the local and global context.

To enhance decision-making the CIAM is applied to the Framework forming the core of the research. In common with Europe, there is relatively little academic research into the effectiveness of the Framework in Canada. Despite the scarcity of formalized analysis, police forces in the UK adopted the CIAM as the fundamental approach to understand the risk, impact, and consequence of operational decision-making on communities. Best and wise practice emphasises the requirement for the police to apply the CIAM to incidents when perceived risk and tension would result in a lack of confidence in policing. The proposal presented in this research advocates that efficient and effective decisions can only be successful when used in combination with tension monitoring and system analysis (Midgley, G., Cavana, R. Y., Brocklesby, J., Foote, J. L., Wood, D. R., & Ahuriri-Driscoll, A., 2013 and Ricigliano, 2015).
Restructuring the current direction of the CIAM would improve overall system effectiveness. To develop a successful relational understanding of the integrity of the process, attention will also be focused on synergistic research methods. Issues identified in the European experience of critical incident management provide a transferable model, a place where success can be repeated and mistakes avoided. To evaluate this hypothesis an ARM approach was adopted in Canada. This enabled a deeper exploration of the issues from the perspective of the participants, who are the first responders to the Framework. A methodological investigation grounded in phenomenology facilitates analysis, providing a method to extract pragmatic, relevant approaches and illustrate the potential application of the CIAM in Canada and broader application through a human-security model at a global level.

2.1 Critical frameworks

Before engaging in a further review of the literature and approaches to criticality, the term ‘Aboriginal’ must be defined in terms of its cultural and legal significance. The purpose is to link the use of the terms ‘Indigenous’ and ‘Aboriginal’ to the literature that is used in the research. ‘Aboriginal’ is a legal and pragmatic term that is used to describe the First Nations of Canada (Hedican, 2013, p. 13). The term suggests homogeneity but only in the sense of the use of the language by the state. Personal contact with diverse Aboriginal communities reveals a complex discourse of contested history, tangible consequences of colonialism, suppression of language and culture, structural inequality, and guarded relationships with the police and government.
In one sense contested legal frames contextualize experience and define Aboriginal peoples as Indian, non-status Indian, Metis and Inuit (Indigenous and Northern Affairs Canada (N.D); Wilkes 2006, p. 519). Wilkes seeks to evaluate the collective identity of social movements in Canada and highlights how protest has focused on the assertion of legislation between the state and Aboriginal peoples in the form of treaties. It is the concept of rights that has led the Aboriginal population to realize that fundamental issues are at stake. Consequently critical incidents have occurred, shaping the discourse between nations, government and the police.

In the context of an incident ‘critical’ is a contested term that is simultaneously emancipatory and subjugating. The Ipperwash enquiry served as a catalyst for organisations to approach critical issues in Canada. As with significant investigations and public enquiries, such as those investigating the death of Stephen Lawrence and the Cantle report in the UK (which shaped Community Cohesion as a national strategy), Ipperwash gained international attention after a tragic death (that of Dudley George). The literature identifies Ipperwash as the seminal critical incident in Aboriginal and government relations (Hedican 2012; 2013; Ministry of the attorney General, 2007). The Ipperwash inquiry was completed 12 years after the critical incident and led to a significant amount of recommendations.

Following the shooting of Dudley George a national debate emerged addressing the governance of policing and relationships to Aboriginal communities. Whilst the Ipperwash inquiry investigated the events that lead to the death of George, as Beare (2007) also notes, the inquiry sought to examine the independence and governance of the police. Ipperwash
evaluated the approach to the policing of Indigenous protest, identifying an intersectional (Crenshaw, 1991) discourse of oppressed rights and treaties and structural factors such as discrimination, poverty and social inequality.

In examining historic points of conflict between the police and Indigenous communities, Hedican (2012) highlights the complex nature of policing Indigenous protest and the consequences of the Ipperwash inquiry. Hedican describes how the protest was organised to confront the refusal of the federal government to return land to its original inhabitants. During the Ipperwash inquiry (published in 2007) the conclusion was reached that protestors were unarmed and there was a ‘fundamental problem … that the information about guns was not authenticated’ (MAG, Ipperwash Inquiry, 2007, p. 56). In response to the inquiry, the organisation developed the Framework approach, placing emphasis on conflict as a cycle with defined stages of pre-/during-/post- conflict. An article in Police Chief Magazine by former OPP Commissioner Chris Lewis (2011) highlights the Framework’s critical importance:

‘The OPP defines an Aboriginal critical incident as one where the source of conflict may stem from the assertion of inherent Aboriginal rights or treaty rights. It can also be any incident involving an Aboriginal person or on a First Nations territory with potential for violence that requires activation of an integrated police response.’

The Framework highlights objectives and outlines stages (pre-, during- and post-incident) whereby the agency seeks to endorse comprehensive strategies to reduce crisis, or as Alison and Crego (2008, P. 6) suggest, introduce an ‘interpretative’ framework encouraging a holistic response in combination with the minimal use of force. The Framework also
acknowledges various stages of conflict, a localized response in terms of
developing community intelligence, and recognition of continuous community
engagement. This is further evident but not explicitly stated in the current
approach to community engagement.

The UK perspective on criticality is fundamentally linked to policing by
consent. The maintenance of consent is directly affected if the response of
the police has been deemed deficient. The Association of the Chief Police
Officers (ACPO) identified that when the consequence of a potential or actual
loss of confidence is recognised, a critical incident is declared (ACPO, 2011,
p. 6):

‘Any incident where the effectiveness of the police response is likely to
have a significant impact on the confidence of the victim, their family and/or
the community.’

The ACPO and the National Police Improvement Agency (NPIA)
acknowledge the breadth of the definition, stressing the requirement to
maintain the confidence and trust of the community. Confidence is measured
through the significance of the impact and the effectiveness of the police
response (ACPO, 2007; 2011). This definition is radically different from the
position of the organisation within the Framework. The UK response
identifies the importance of proportionate police response and the
prominence of community confidence. In comparison the Framework speaks
to the assertion of ‘inherent Aboriginal rights’ and the responsibility of the
police to provide an ‘integrated police response’. The terminology is vague
and, as will be demonstrated later in this review, evidences a potential
correlation between metropolitan and colonial styles of policing. The most
recent report published by the organisation further details the definition utilizing the following approaches (OPP 2015, p. 6):

‘Major incident: an occurrence that, by circumstance, requires employees, equipment and resources beyond those required for normal police service delivery, for example civil disturbances or disasters such as an airplane crash.

Critical incident: a high-risk incident requiring mobilization of the OPP Integrated Response, for example a hostage taking or a barricaded person. OPP Integrated Response may include police resources such as a tactics and rescue unit, an emergency response team and / or crisis negotiator(s) under the overall command of an incident commander.

Aboriginal critical incident: any critical or major incident where the source of conflict may stem from assertions of inherent aboriginal or treaty rights; or that is occurring on a First Nation territory; or involving an aboriginal person(s), where the potential for significant impact or violence may require activation of an OPP Integrated Response.’

Although the definition remains unaltered, an emerging ethos and approach taken by the organisation to peacefully resolve incidents through dialogue and liaison has come to the forefront and provides a measure of success gained through transparent and accountable policing (OPP, 2015). A detailed description is provided for each phase of the conflict cycle; however, the use of analysis and intelligence is muted. In addition the language orients the police to a mode of reactiveness, rather than speaking to proactivity through assessing impact, effectiveness and confidence.

Current critical incident management (CIM) literature demonstrates the relationship between incidents as catalysts and emphasises the transitions that policing has made in relation to managing and assessing CIM. Within CIM doctrine it is acknowledged that there is often one critical point (Hawkins, 2012, p. 63) determining the consequences of a decision. In Grieve’s (2009, p. 169) examination of the intelligence legacy, itself a
consequence of the murder of Stephen Lawrence, a reference is made to the ‘golden hour’ of an investigation. The emphasis is placed on responding proportionately and considering the catalyst’s impact on the community. According to the critical point analysis technique presented by Hawkins (2012, p. 63), ‘In any highly complex system there is a specific, critical point at which the smallest input will result in the greatest change.’

As such the CIAM is the critical point, providing the means to:

- measure, evaluate and record incidents;
- assist in developing an effective policing response;
- cultivate community intelligence;
- identify control measures to assist decision-making and reassure the community through focused engagement whilst building community confidence.

There is an overarching similarity to the methods proposed by Bhatti (2008), Grieve (2009), and Alison and Crego (2008). Alison and Crego identify a pragmatic, interpretative framework emerging from a longitudinal analysis of CIM with emphasis on several key themes including complexity, individual perception and context. Context is the essential component in understanding the Framework through cultural and community lenses. The incorporation of Indigenous knowledge and/or research methods would maintain consistency, reinforce community intelligence, and promote a comprehensive Framework.
2.2 Contextual experience: England and France

Through an analysis of incidents in France and England the review seeks to identify whether a systematic method exists whereby the police adopt measurement tools to manage disorder and measure community impact. It is envisioned that this will lead to the development of new knowledge in the area of intelligence theory, police governance and the professional application of an inter-ethnic conflict assessment model in comparative contexts.

Quantifying the impact of the Oldham and Bradford riots in England is a relational exercise providing a revealing study of the very first national application of the CIAM in the UK. Thomas and Sanderson (2013) highlight how the conventional approach to resolving Community Cohesion was revisited after 2001 in the north of England. The Cantle report (2001) examined issues in Bradford, Burnley and Oldham, defining ‘Community Cohesion’ as encompassing inclusion/exclusion and involving concepts of social capital, community and neighbourhood. In the Appendix of the report a Canadian definition is used that emphasizes the development of shared values and the recognition of shared challenges (although there is no mention of shared responsibility) based on common values including trust and, uniquely, hope (Cantle report, 2001, p. 69).

Thomas and Sanderson (2013) argue that political rhetoric creates a dialectic whereby ethnic tensions are viewed as the issue and not the underlying cause of social inequality (experienced in housing, income and unemployment). The wider issues of social inequality form the experiences
of all the communities within the towns of Oldham and Bradford. Thomas and Sanderson’s (2013) summary of 12 years of discussion following the 2001 summer disturbances can be applied to the Canadian context, where core issues affecting Indigenous communities are not openly discussed, with the focus reflected back onto the communities, which are criticised for failing to adapt and assimilate. Within the UK there was significant criticism of cohesion, demonstrating how policy implementation focused on the ‘flawed character of the minority community’ (Alam & Husband 2013, p. 244). Hughes and Rowe identify that ‘initially disconnected’ events such as the riots have shaped the response of the police to meet ‘global challenges, like terrorism and ‘radicalization’, through local, community-based, intelligence-led policing’ (2007, p. 321). Arguably this can be read as an indirect reference to colonial-style policing measures of control, surveillance and pacification. Hughes and Rowe’s article provides a critical reflection on the development of measuring community impact, discussing the potential for the democratization of security. The critique establishes how a community-based process for intelligence sought to identify key figures who could inform the police of the consequences of police activity and direct operational policing through avenues of negotiation in a discretionary fashion. The article provides a succinct development of governance and co-production of community safety through intelligence and the application of neighbourhood policing models.

The CIAM is co-produced with the assistance of the community and the application of intelligence-led policing. Howe and Rowe (2007) highlight the foundational process required for developing co-production. Baines
(2007) article, ‘Winning hearts and minds: managing community tension,’ provides the impetus for further development of the collaborative model, using a title synonymous with military methods for fighting counter-insurgency. The article explores the application of community engagement and intervention through the experience of West Yorkshire Police with direct reference to the 2001 disturbances. The core of the article echoes the advantages of an intervention strategy that incorporated community intelligence with brief mention of the CIA. At best, Baines’s narrative provides a frame of reference but lacks substantial discussion and research relating to the effectiveness of CIA. Baines (2007, p. 325) suggests that a ‘one-size-fits-all approach to community engagement and community intervention clearly does not, and will not work.’ Baines presents no valid empirical reason as to why a coordinated engagement and intervention model such as the CIAM would not work.

Waddington (2007) explores the police response to the Burnley disorder through a textual analysis of officers’ statements (2007, p. 105). Waddington recognizes the use of a continuum that assesses tension and provides tactical options for policing. Beckett’s riot curve (as cited by Waddington, 2007) is presented as an initial tool to provide early warning across the following categories: normality, high tension, disorder, de-escalation and a return to normality. In line with the analysis presented by Waddington the police were found to be lacking in responding to intelligence and precursor incidents; expressions of tension within the community were at best downplayed. A more detailed discussion of assessments is contained in King and Waddington (2004). This article juxtaposes the ‘riot curve’ with the
flashpoint model, which is focused on policing disorder. Flashpoints provide a deeper level of understanding in relation to the structural causes of tension.

Understanding the tension fuelling conflict enables the police to develop immediate and sustainable responses. Recording the decision-making process is an important part of the CIAM as noted in the most recent publication of the ACPO Manual of Guidance on Keeping the Peace (2010). ACPO guidance (2010, p. 45) introduces a conflict management model that highlights the information that the CIA is intended to capture.

More recently in ‘The Handbook of Public Policing’ (2009), Grieves described that the CIA was a form of assessment introduced by the Metropolitan Police in 1998. The emphasis develops an understanding of the origin of the model and its application across a wide-ranging policing remit, including community intelligence, public order and terrorism. In line with the riot curve and the flashpoint model, the CIA uses a number of tools to inform and measure relational understanding. Research demonstrates the value of intelligence analysis in shaping relational understanding. Spielmann (2012) discusses the potential enhancements that analysis can bring to understanding risk, harm and threat in relation to the CIAM. Spielmann’s work is significant as it enhances and applies analytical decision-making as a framework to monitor and evaluate intelligence within the CIAM.

Literature demonstrates that a systematic CIA method was evident in the UK from 1998 onwards, in particular in the assessment of the Oldham and Burnley riots. CIM was formalized in ACPO guidance from 2004 onwards. In 2005 there was a significant outbreak of rioting in France. Literature examining the tension revealed core issues in relation to
understanding impact, the overreliance on data collection, and the negation of trust and intuition, with significant similarity to the work of Alam and Husband (2013) and Hughes and Rowe (2007).

Examining the variance in response to public order within other societies offers a unique opportunity to assess claims within literature that coordinated models for conflict and critical incident management are not effective. In order to gain insight into and develop a comparative narrative within the review, the extent and response to the ‘émeutes’ (Garbin & Millington, 2012, p. 2068) were synthesized as a developmental case study.

Mucchielli (2009) highlights the extent of the riots, describing how over a period of three weeks the insurance cost was estimated at 200 million euro and included 10,000 cars, 30,000 rubbish bins and several hundred buildings. Mucchielli adopts a structuralist approach to illustrate the barriers that youth face in the suburbs or ‘banlieue’ that surround major cities in France. He uses an ethnographic study to understand the motivations of participants. In common with Duprez (2009) the structuralist approach reveals interwoven layers of discrimination that provided the catalyst for disorder. Duprez exemplifies the consilience approach, noting (in his study on educational achievement) that sub-Saharan Africans were more likely to riot as they experienced difficulty in immersing themselves in French society. Body-Gendrot (2007) identifies a series of catalysts that occurred prior to the ‘émeutes’. The death of two youth who had been chased by police acted as a catalyst, with the consequences accelerated by poorly-timed political rhetoric, leading to the most significant outbursts of disorder in France. Body-Gendrot articulates how interwoven issues were reflected in
the disorder, including social inequality, lack of social capital, and lack of police training both in prevention and suppression of the disturbance. These three themes are also identified in the Cantle report (2001). Garbin (2012) posits a reflection on the sociological implications of separation through an examination of space and the sense of identity that this manifests (which is also reflective of Millings’ 2013 article). Garbin exposes the stigma of living in the banlieue, indicating that racism is ‘redefined as directed not at a particular ethnicity or phenotype (i.e. ‘noir’, ‘arabe’, ‘maghre´bin’, etc.) but to the social (and spatial) category of those who reside in the Banlieue’ (2012, p. 2072). This bears a resemblance to the combined identity of those living in Oldham and Burnley, and can also be applied to constructed identities of Indigenous people living on reserve in Canada. It is inferred that within French culture the banlieue have become synonymous with issues of alienation, discrimination and poverty, leading to a resentment of authority and governance.

Theorists are explicitly critical of the governance of the ‘émeutes’. Roche and Maillard (2009) unambiguously evaluated the governance of policing and community responses in their articles. The critique identified several key factors, with the most serious being the fragmentation of the French police system. The lack of an integrated policing model and intelligence mechanism designed to manage critical incidents is parallel to the experience in early UK responses. Roche and Maillard (2009, p. 36) highlight the strategic role of French police intelligence services such as the Reassignment Generaux (RG), which in the mid 1990s developed a scale to measure the severity of a disturbance and was actively monitoring and
analyzing ‘émeutes’ across France. Roche and Maillard discuss how a replacement scale was abandoned in 2004, leading to a lack of operational intelligence and detailed understanding of the significance of consilient issues. Duprez identifies how continual change in policing methods, governance and policy can erode community-based policing, ultimately leading to a model that is oppressive towards minority groups. As Body-Gendrot observes, during the ‘émeutes’ the RG investigated the disturbance through the lens of political violence, ultimately concluding that no Muslim extremism was involved in the disturbance, despite suggestions by the government and media to the contrary.

The literature demonstrates how the analysis of intelligence can assist in the prevention and prediction of disorder, providing scope and scales of measurement as a method to monitor and evaluate community impact. Similarities are also found within French and Indigenous discourse whereby discrimination is widespread and does not seek to distinguish ethnic identity but focuses on the spatial. In Canada the spatial element would refer to Indigenous people living on or off reserve. This introduces the notion of surveillance governance within security and the relationship to intelligence, which will be further expanded on in the section examining the colonial policing legacy. Given the unique features of conflict and the similar themes that emerge prior to ‘flashpoints’ or catalysts, the literature review extends its examination to the Canadian policing environment. From the research perspective policing plays a hidden element in recent events. Initially the discourse around the 2001 UK riots spread from a protest over the far-right sympathisers gathering in pubs during an ‘Anti-Nazi’ league rally and
perceived treatment of Asian youth in the area. In relation to the ‘émeutes’ in 2005, the riot began with two French youths of sub-Saharan and North African origin who died as a result of electrocution after being chased by police. In the French case the community protest rapidly escalated. In order to maintain security in both incidents the management process quickly escalated through the flashpoint model. CIAM methodology and experience gained from the incidents offer a unique perspective and potential to identify unresolved issues. The research now turns to an examination of the colonial policing legacy to hypothesise the link to practices of surveillance as security to keep the peace.

2.3 The colonial policing legacy

Broader and less regulated than current policing mandates, policing during the British Empire developed two specific models resulting in significant geopolitical impact. During this era, the police officer was expected to be a peace officer with a specific responsibility to maintain order and discipline within the subject population. The focus of this section is literature that is historically relevant to the development of policing models in Canada.

Brogden (1987) evaluated the impact of the ‘colonial dimension’ using a Foucauldian perspective. The scope and consequence of Foucault’s discourse on discipline and control, criticised for not fully exploring the French colonial model, is evident in the shift that occurred and is argued to have been extensively at the root of Brogden’s (1987), Ellison and O’Reilly’s (2008), Monaghan (2013) and key ideas. Notwithstanding the lack of explanation by Foucault, the opportunity presents itself to develop a colonial
policing discourse and demonstrate the consequences that resonate today in relationships between communities and nations in Canada. The situation is destined to become increasingly more complex as immigration and the perception of policing roles and responsibilities co-evolve.

Maintaining social order was arguably the core responsibility of the police within the colonies. For those members of society that were undergoing socialisation through education during the rapid industrialisation of the early nineteenth century, the development of professional policing advanced hand in hand with the urbanization of industrial capitalism (Monaghan, 2013). Definitions of early models of policing in the British Empire have for some time focused on the Metropolitan Police Act initiated by Peel in 1829. This Act advanced a law-and-order model based on the principles established by Peel. However, there is considerable debate as to the timing of this opinion (Sinclair and Williams, 2007). The contested understanding of policing has advanced a tripartite argument focusing on the Irish model, the British metropolitan model, and the colonial model. Rather than the discourse being limited to a winner in a three-way race, Sinclair and Williams suggest a cross-fertilisation of method and policy. Ellison and O’Reilly refer to this form of policy transfer as ‘convergence diffusion’ (2008, p. 395). This concept will be further expanded on in chapter seven when considering the implications for policing in the colonies.

It is suggested that the Irish model gained a significant following through the transfer of knowledge and training, ultimately forming and defining the colonial policing model. Ellison and O’Reilly (2008, p. 499) highlight the development of the Irish Peace Preservation Force in 1814,
which later became a police force in 1822, functioning as a ‘military force performing a police function.’ This development is significant as the Secretary for Ireland at the time was Peel, who was also influenced by Wellington, both of whom were later involved in the Metropolitan Police in the UK.

The role of the Irish force was to provide order, which is ‘essential to the political economy of colonial rule’. A crucial discovery by Ellison and O’Reilly was that the founder of the police force in British Columbia (BC), Canada was a colonial police officer who had experience in India and received regular training in Ireland. Citing Jefferies (1952), Ellison and O’Reilly (2008, p. 402) comment on the Irish model, emphasising that no system worked better for the ‘suppression of political agitation’. There is an assertion that links the founder of the BC police to the ‘Royal Irish Constabulary’ (RIC). During the period of the Yukon Gold Rush, Chartres Brew, a member of the RIC, was recruited as the new Chief Inspector of Police to British Columbia (Hatch, 1955, p. 19). The transition to a police force for BC was unsuccessful despite requests from the colony to recruit a force to police mining activity in the province. The demand for trained colonial officers from England resulted in the eventual request of 150 members to be sent from the RIC to assist in the development of a police force, as explained in communication from Brew to Douglas in 1858 (as cited in Hatch, 1955, p. 21), at the expense of the Imperial government:

‘With reference to your Excellency’s communication regarding the expediency of obtaining from Ireland a body of the Irish Constabulary fully armed and equipped. I urge that course to be adopted by the government. The police force in British Columbia must be an armed corps that would otherwise be powerless in a county occupied by armed Indians
and by an unruly mining population who may be said to be armed to the
teeth.'

A number of localised political decisions and the deployment of the
British Navy and Army to areas near the gold mine meant that the vision of
Brew was never achieved. The decision to engage in this course of action
underscores Sinclair and Williams’ observation (2007, p. 223) that, ‘Colonial
policing was designed to maximise the ability of governments to control
specific population groups.’ It is conceivable that Brew introduced methods
of social control from the techniques he received during his training in the
RIC. During Brew’s time in British Columbia he accepted the position of the
Chief Gold Commissioner; far from his original intention, this role was linked
to the administration of the Gold Fields. Brew continued to sign his
documentation as ‘Chief Inspector of Policing’. As part of the Canadian
colonial policing legacy the Dominion Police later merged with the North
West Frontier Police (NWFP), creating the Royal Canadian Mounted Police
(RCMP). Brogden notes that the RCMP engaged both Indigenous and
mining communities in the province of BC in various capacities, including
instigating property control rights, and even overruled a communal decision-
making model that had emerged in the Yukon following mining activity
(Brogden, 1987, p. 11).

The historical prevalence of the NWFP, which later merged with the
RCMP, is not without significance. Historical records indicate that Major
General Williams C.M.G, the second commissioner for the organisation,
served with the NWFP. Monaghan (2013) provide an enhanced critical
understanding of the role of colonialism including the method by which
surveillance developed within the NWFP. Historical modes of surveillance
may impact the rationale supporting contemporary measures such as the Experienced, Evidenced and Potential model.

Research indicates that the settling of land within the model of colonialism necessitated a continual gaze towards threats to security, such as community wellbeing and peaceful expansion, while recognising deviant behaviour and potential threats (Monaghan, 2013). In the case of the NWFP the concept of surveillance existed in relation to mining communities and Indigenous groups as previously mentioned by Hatch (1955). This serves as the introduction to biological political ordering, a concept described by Foucault in terms of the biopolitic (1978). This form of surveillance described by Monaghan is a ‘radicalized surveillance fulfilling prefabricated stereotypes and prejudice held by colonial authorities producing a social hierarchy defined by normative standards and signifiers of whiteness’ (2013, p. 492).

Indigenous or Aboriginal practices considered to be contrary to peaceful settlement and expansion were criminalised. As the issue of labour was not necessarily a factor in Canadian colonialism, the drive appeared to be colonization of the land (Belich, 2009 as cited by Monaghan, 2013). Harnessing the land forced a degree of separation within the Indigenous population, which viewed connection to the land as a sacred responsibility to the Creator. Dispossession resulted in Indigenous populations being offered reserves of land authorised and managed under treaties. The reservation systems entailed both population control and surveillance. This form of social control extended throughout the reserve system to provide governance over Indigenous issues. To ensure complete surveillance, bio-political ordering encompassed many Indigenous nations and information could be
gathered from the NWFP, Indian agents, religious officials, businessmen and education officials. To support this structure the following measures were introduced: a pass system, a ban on religious cultural expression, and the development of residential schools to ‘kill the Indian – save the child’ (Monaghan, 2013). Ultimately the Indian Act (Lawrence, 2004 as cited by Monaghan, 2013) was coercively used to govern the cultural subjectivity of Indigenous people. In this case an omniscient surveillance strategy was used to problematize individuals and groups ‘whose threat was rhetorical and symbolic’ (Monaghan, 2013, p. 495). In this suggestion Monaghan does not include the religious or spiritual significance that should be included as rhetorical and symbolic power. In response to subversive activity, the Department of Indian Affairs used methods of surveillance to develop ‘knowledge of alliances, networks, population disposition and capacities of Indian threats within bio-political structures’ (Monaghan, 2013, p. 496).

In order that history does not repeat itself, the role of the CIAM is to approach the issue of engagement from the perspective of a Human Security model. An ethical approach that incorporates the deep listening of systems thinking to support situational awareness has to support the CIAM model and ensure that the information and process do not reconstitute bio-political ordering and prejudicial attitudes towards Indigenous, spatial and other communities in Canada.

2.4 Developing a Community Impact Assessment Model

The historical overview has traced the development of the CIAM as part of the overarching CIM strategy, creating an integration of intelligence as
operational planning. An intersubjective approach provides a grounded analysis, enabling the police to adopt multilayered tactics measuring risk and determining impact. In order to form a contemporary understanding of risk, Heaton (2010) describes a normative structure exploring the narrative of risk in relation to policing. Heaton contends that risk aversion developed as a consequence of the limitation of case law, experience and legislation, from which policing activity cannot be separated. This can be seen in the current definition of the CIM, where the effectiveness of the police response and perception of the public can become the critical point.

CIM is designed to be broad in scope and reflect the relational effects of decisions on the community. Guidance on CIM (ACPO, 2006, 2011) actively promotes community engagement. This is one facet of the CIA identified by Bhatti (2008); furthermore it is a recurrent theme in the work of Grieve (2004, p. 26), which argues that the use of intelligence needs to be reclaimed and put into the ‘service of communities’ (Comments to the author during Major Incident training with Thames Valley Police, 2006). The CIAM enables communities to articulate relational or situational intelligence, whilst critically evaluating police activities. Simultaneously it acts to inform police decision-making whilst ensuring that incidents are de-escalated. The CIA is a functional intelligence-driven tool, providing an interpretative framework developed to manage complex issues. However beneficial, no significant research into the effectiveness of the model has been undertaken. Nevertheless the CIA has been implemented across the UK and is contained within CIM.
The ACPO definition of the CIA is to ‘identify factors that may have an affect on community tranquility’ (ACPO, 2007, p. 35). Current advice on CIM (ACPO 2011, p. 56) redefines the purpose thus:

‘The purpose of a good Community Impact Assessment (CIA) is to identify issues that may have an affect on a community’s confidence in the ability of the police to respond effectively to their needs. This will enhance the management of the response to the incident by the police.’

Guidance on writing a CIA is contained in the 2010 ICOCO publication, provides an extensive overview of tension assessments and was produced in concert with the National Communities Tensions Team. The guidance only provides a short description and does not reveal the sophisticated level of analysis that the CIA requires. For example, in the description of writing a CIA (ICOCO, 2010, p. 18), it is stated that there should be no more than 10 risks presented, as the document may become cumbersome. No discussion is given to prioritisation, weighting, or the use of risk management divided into different areas to highlight overlapping consequences.

The definitions used above differ in significant ways from the definition offered in the introduction to a reading by Bhatti (2008). This is problematic as the lack of detail within the national perspective downplays the significance of the CIA and potentially reduces it to a check-box exercise. The most recent definition of the CIA can be located in the CIA standard operating procedure published by Police Scotland in 2015 (Section 2.4), defining the CIA as

‘a means of assessing incidents and events to identify the associated risks and develop appropriate interventions to address the impact on the
community. A CIA can also potentially minimise any risk to the organisation from failing to identify significant adverse impact on communities.

This bears close resemblance to the definition offered by Bhatti in 2008; however, the definition does not address the issue of the role of intelligence as part of the decision-making process. The benefit of the CIA lies in its recommendation and ability to present the worst/best case scenario and assist the police in mitigating risk outside their area of control. Accurate measurement of threat bridges the divide between low risk and high impact and vice versa. Both case studies of riots in France and the UK predate the formalized doctrine of CIM; however, each case study underpins the importance of the CIAM as an effective policing tool. Baines directly credits the CIA in his 2007 article, and in France a formalized scale was developed by intelligence agencies to monitor and evaluate tension in communities, prior to the riots. The CIAM methodology offers the opportunity to resolve community tension across communities and within Indigenous communities. The following section explores how the CIAM positions itself in relation to systems thinking and holistic interconnected relationships.

### 2.5 Systems thinking

Thus far the literature has provided an indication of a complex web revealing the interconnectedness, relationships and resilience of individuals within groups and between communities, colonies and governance. Assessing thinking in terms of systems provides the means to deepen our understanding of complexity and develop appropriate strategies to align resources and manage issues across an intricate range of choices, where
the outcome, depending on our strategy, may have multiple indeterminable consequences.

The desire to reduce complexity to simple containers is often conditioned by boundaries imposed by and/or on organisations. A thinking approach assists in developing a cohesive, comprehensive approach to planning timely and relevant critical incident responses.

Reviewing challenges from a systems perspective also shifts the self-imposed ability to restrict activity to bounded systems and reveals the complexity of realistic problem solving. Senge (1990) adopts this strategy in his studies of learning organisations, resulting in the belief that thinking in systems is, perhaps, the most comprehensive approach for dealing with complexity. Using the systems approach to manage complexity is an idea shared by contemporary thinkers such as Meadows, Midgley and Ricigliano. Ricigliano (2012, p. 24) identifies how ‘General Systems Theory’ was a response to the dominant trend of reductionism. In the 1930’s systems theory was a means to refute the reductionism identified by Von Bertalanffy (as cited by Terra & Passador, 2015). Systems thinking emerged as an approach to ‘describe entities comprising interconnected units whose organisation would be key to the element of its dynamics’ (Terra & Passador, 2015, p. 614). Ricigliano notes that from Bertalanffy’s perspective this systematic approach was not suited to understanding complex biological organisms. Whilst useful as a process in engineering, the interaction between parts of a complex system (interconnectedness) is only viewed through the prism of a linear, causal process. The suggestion is that whilst systems theory can explain linear events, a living systems theory is better suited to
explaining interconnectedness and links directly to ideas of relational thinking found in Indigenous thought. Terra and Passador suggest that it is the combination of the holistic approach with a ‘rational stance’ (2015, p. 617) that improves pattern recognition and impacts process-oriented decision-making whilst broadening the effectiveness of the approach that is being taken.

Although ordered processes provide structure, a system bound by reductionism suffers a reduced level of performance, lacking the ability to adopt a holistic systems approach. Hauss’s (2015) presentation of complexity within security and the transition towards paradigmatic shifts emphasise the issues related to the consequences of staccato thinking, resulting in disconnected rhythms. For instance, Hauss (2015) uses the example of altering ‘modes of thinking’ when alternative futures can be realised. Perhaps the working example here is the role of the Internet in facilitating both peaceful and non-peaceful social protest movements. Hauss (2015) would suggest that without an implied security model society has to shift to an environment that can accept alternative modes of thinking and transition towards paradigm shifts without feeling that security architecture is threatened. The CIAM provides the means to intervene and assess negative or positive interventions, create leverage points, and identify the shifting boundaries that further reveal the complexity of an issue by presenting multiple simultaneous viewpoints.

This issue of dealing with operational decision-making and developing situational awareness is highlighted by Senge (1990, p. XIV), who suggests that “Only by changing how we think can we change deeply embedded
policies and practices. Only by changing how we interact can shared visions, shared understandings and new capacities for co-ordinated action be established."

This approach is directly related to the research and moves organisational learning, transition and cultural change within policing towards a discourse that is predicated on understanding security and risk within the totality of complex systems. At the individual level, the suggested implications of mental models are repeatedly identified by Senge (1990, P. 18), Ricigliano (2012), Gallo (2013) and Hauss (2015) as “deeply engrained assumptions, generalisations or even pictures or images that influence how we understand the world and how we take action.”

The potential for positive or negative challenges to develop is conditioned by systemic structures that are reinforced in mental models. In applying the systems thinking model to both the management of critical incidents and my own reflexive practice, it is the presence of structure that requires further research; as Meadows (cited in Senge, 1990, p. 42) notes, “When placed in the same system, people, however different, tend to produce similar results.”

One of the key arguments presented in this research relates to the application of an enhanced CIAM recognising and transcending boundaries, providing the adoption of a systems thinking approach. Developing a new structure required a redesign of the current system where reporting on singularities provided disconnected feedback loops. Systems thinking provided the opportunity to uncover structural causes of behaviour that are
reinforced by the norms, values and leadership of a particular group. Katz and Khan (as cited by Ricigliano, 2012, p. 21) define norms as the shapers of individual people within systems, values as the ideological perspective, and roles as the form of behaviour that is expected by the system. Challenging, developing or emancipating structure through the holistic view of systems thinking creates the potentiality of a paradigm shift. One aspect of the challenge relates to the ability to see beyond mental models. When considering the effects of boundary thinking, Hauss (2015, p. 17) remarks that, “Your mental models shape the way that you see the world. They help you make sense of the noises that filter in from outside, but they also limit your ability to see the true picture.”

Understanding the impact of boundaries forms an integral component of Gallo’s (2013) research on conflict theory, complexity and systems approach. In applying this to the learning so far and to the present context of the Framework, we are able to use boundary analysis as a tool to recognise non-permeable membranes that mitigate decision-making and reinforce the isolation of problem events, treating them as singularities rather than part of a dynamic systems model. Conveniently, Gallo identifies that boundaries can be physical, temporal, symbolic and ethical. Within the context of this research, boundaries assist in forming judgements and also potentially limit behaviour. Midgley et al. (2013) refers to both Churchman and Ulrich, identifying the need to liaise and recognise the multiplicity of boundaries and to ensure that there is an inclusion of stakeholders’ values and views. This view is also confirmed by Ulrich (2001, 2003) whereby boundaries or limitations within systems thinking are actionable, if one can move beyond
one’s own limitations and work in dialogue with stakeholders. Aside from the practical imperative in the development of the research, another application of boundary judgement relates to the effectiveness of reflexivity and competency. By imposing false or limiting boundaries the validity of results may be drawn into question. Peirce is cited by Ulrich (2001) in this vein as saying that we must make a concerted effort to raise the implications — the ‘actual and potential consequences’ — of systems thinking as research relevant to understanding the complexity of the holistic context in which we are operating.

2.6 Security and Intelligence: a final word

There is an extensive array of literature exploring protest. The order of the material provides an arrangement that is often linked to socio-political and technological events. The broadcasting of the event may cause a disproportionate transmission acting as a signal to likeminded individuals or highlight potential concern for members of society responsible for governing order and preventing a breach of the peace. On occasion the decision to demonstrate strikes a chord, resonating across communities, occasionally across cultures. Significant events cause reverberations and can be interpreted as challenging to the dominant order of the time. The occurrences also convey a specific message; more recently international protest has been galvanized against austerity measures across Europe and against inequality that is perceived as being ignored by neo-liberal governments. The relevance of the following literature seeks to evaluate the intersection of protest management, methods of communication, the impact of technology and the influence of intelligence on protest movements. There
is a direct link to Innes and Roberts’ (2012) exposition of situational intelligence and how it relates to the science of protest management.

A number of significant scholars have been able to track a clear trend in literature on the public order that includes several phases, beginning with escalated force and the current application of dialogue engagement articulated in parts of Europe. The discussion is synthesized by Baker (2014) and presented as a continuum of responses to public order or protest policing, beginning with the escalated force model from the 1960s onwards, through to a negotiated form of management in the 1990’s. Baker comments on della Porta and Reiter, recreating the notion that a dialogue-based system emerged during the late 1990’s as a more tolerant, less coercive style of policing protest (della Porta and Reiter, as cited by Baker, 2014). There is a suggestion (Baker, 2014, p. 85) that a new mode of engagement has emerged that emphasizes the dialogue approach, which forms a liaison role between police and protester. There are also two other stages identified (de Lint and Hall, 2009; della Porta and Reiter, 1998; Gorringe and Rosie, 2008; King and Waddington, 2005; Noakes and Gillham, 2007, as cited by Monaghan and Walby 2012a) involving ‘intelligent control and incapacitation’. De Lint and Hall, architects of the intelligent control approach, have been recognised for the deconstruction of public order tactics in relation to labour movement protests and the behaviour of police who switch from coercion to cooperation in relation to the policing of incidents. The critique of ‘intelligent control’ lies in the fact that the theory was not able to respond to incidents outside of labour relations, public order incidents, and protests. Strategic incapacitation involves the ‘prevention of citizens from committing crime
through risk management’ (Gillham, Edwards & Noakes, 2011). For Gillham et al. this form of policing is characterised by the control of space (through kettling or corralling), surveillance (including the use of CCTV and listening devices) and information sharing (explored in the concept of stakeholders sharing information in joint intelligence groups).

Although it is possible to argue, based on the evidence presented across the spectrum of media, that the police are not necessarily interested in liaison and dialogue (Baker 2014), preferring control and order in situations, all approaches to public order management are based on intelligence. The requirement to know the capabilities of opposing sides is the primary driver for both police and protestors. The means and method used to determine capabilities are now generated prior to the actual start of the protest. It is worth noting the overlap here with Grabo’s exposition on early warning intelligence indicators that emphasises the difficulties of predicting intention, as opposed to discerning scenarios based on the capability of the group that intends to protest (2002, 2010). In the dialogue model that empowers the role of the liaison officer, the interaction and gathering of information is an ongoing process within the pre-, during- and post-event life cycles. More frequently this information is gathered from open-source data, including social media platforms such as Facebook and Twitter.

In recent years and since the mobilization of virtual protest through the Internet, different social media platforms are used in a variety of means to achieve specific objectives. It is argued by Milan (2015) that personal and collective narratives are published on digital social media platforms that shift
dissent to the digital realm. When combined with the knowledge presented by activists or protestors, they present a collective narrative that is accessible to anyone following the Twitter feed. Although the media platform differs greatly from Twitter, Earl, Hurwitz, Mesinas, Tolan and Arlotti (2013) identify that Facebook is often used before an event in order to publish it or as a post mortem. Earl et al. propose that Twitter was used as a medium to communicate location(s) of event(s), comment on and interpret experience, and provide information about the deployment of and capability of police. These themes were identified in a study examining the G20 (2013, p. 461-463). The purpose behind discussing the findings relates to the argument put forward by the authors that Twitter can be used to share detailed information, to coordinate activity, and to reduce the experience of asymmetry between police and protestors. This is of great significance as the police traditionally relied on such information to maintain an information advantage (Earl et al., 2013, p. 470).

The ability to rapidly tweet a response to a key message delivered by the police, and then ‘retweet’ the answer given, potentially poses a serious problem for messaging designed and delivered by the police. Messaging, emphasised in the Framework, may refer to Taylor’s idea of ‘a process by which an idea or an opinion is communicated to someone else for a specific persuasive purpose’ (2003, p. 7). Initial advice is that if the police tweet the key message it will have to be fewer than 140 characters to be effective. Given that the police are monitoring open-source media as part of the protest, further credence is given to Milan’s (2015) concept that a collective narrative is created and recreated in a multitude of dimensions, especially if
affinity groups, or those linked to the protest, begin to push out information over the Internet. Milan introduces a useful definition that describes this process as one of ‘visibility’ (2015, p. 6), by which he means ‘Digital embodiment and online presence of individuals and groups and their associated meanings, which are and need to be constantly negotiated, reinvigorated and updated.’

The interesting addition that Milan provides is a phenomenological approach to the use of Twitter. Milan (2015, p. 6) suggests that ‘this personalised yet collective identity is intersubjective, (people still define themselves in interaction with others) but it is also experiential (as opposed to practiced), conflictual and multilayered.’

The issue of the intersubjective and experiential poses a potential issue for police using open-source material to gather intelligence, as commentary on social media is meaningless when considering the categories of capability and intention, not to mention the numerous ways that Twitter and other social media platforms are vulnerable to deception. This is raised by the author in the context of connecting the virtual visible self with physical embodiment, and the potential evidentiary material. In addition to the possible difficulties of enforcement, the police–protestor dynamic has radically shifted with the potential for spontaneous protests and gatherings, creating uncertainty and unpredictability for police commanders.

Responding to spontaneity encourages the police, from one perspective, to engage in and maintain continuous liaison, which also provides the command with a level of influence and information gathering at
the ground level. By monitoring feedback to discussion, engaging in tweeting key messages, and monitoring social media, the police are able to gauge the temperature of the situation and determine the level of appropriate policing. Warner (as cited in Penny & Dada, 2014, p. 3) determined the visibility trend as the ‘counter-public’ discourse, where Twitter and social media ‘enable a horizon of opinion and exchange: its exchanges remain distinct from authority and can have a critical relation to power.’

Interactions with the counter-public must be grounded in the current context of the protest or event. A concern voiced by Mongahan and Walby (2012a) relates to the categorisation of individuals resulting from pre-emptive surveillance using varying forms of analysis including data mining, criminal intelligence and course-of-action assessments. In their study of events prior to the G20 meeting in Toronto in 2010 it was noted that the joint intelligence group formulated a mode of ‘all threat methodology’ to support operations, which enabled categories to be placed on suspects, effectively grading individuals and removing them from the protest depending on the colour-coded grading that they received. There is a tenuous link to hotspot grading systems used to analyse Aboriginal incidents in chapter seven. However this approach resulted in stereotypical attitudes filtering into decisions made on the frontlines of the protest.

This review of the literature has demonstrated the process by which public order is governed and reveals the similarity of processes affecting transnational protest and ultimately influencing domestic public order issues. Open-source and social media are significant developments and merit further study. However for the purposes of the research the interaction between
intelligence, evidence gathering, and the visibility of protest on the Internet provides a departure point to explore situational intelligence in detail as a result of the research findings.

Intelligence is the last and final area of analysis completing this stage of the narrative. The following section incorporates the role of intelligence in policing, the transition from security to crisis management, and the implications of intelligence in relation to the Indigenous context. The latter point highlights similarities between the role of the NCTT in the UK and the Aboriginal joint intelligence group during a similar time period of 2006 to 2007. Literature relating to the use of intelligence is sparse in relation to crisis management, and by default, critical incident management, as exemplified in the following section, is closely related to context and the external influence of competing, complex interconnected issues.

Intelligence is a policing function built on the concept of developing value-added, actionable information. A key application in recent years has been the use of the intelligence-led policing (Ratcliffe, 2004, 2005). Using information that has been synthesised and evaluated enables the adaption of holistic approaches to enforce wider crime control measures (2008). Ratcliffe (2008, p. 8) specifically simplifies this approach further by emphasising how the material can be used to interpret the criminal environment, influence decision makers, and enable them to impact or affect the criminal and broader environment. Innes develops the discourse further, adding a new dimension to intelligence about social control (2005, p. 42), defined as ‘Information that has been interpreted and analysed in order to inform future actions of social control against identified targets.’
Arguably social control forms a component of the Experienced, Evidenced and Potential model, a characteristic flaw that is evident in previous discussions on the ‘émeutes’ and in the application of colonial policing models and their relationship to intelligence (Cormac, 2010; Monaghan, 2013). In relation to colonial policing Sinclair and Williams maintain that ‘Colonial policing was designed to maximise the ability of governments to control specific populations’ (2007, p. 223).

The contention arises as to the purpose and intention of the EEP and CIAM: Are they tools of social control or tools for social control? Specific forms of intelligence analysis are incorporated into the first part of the CIAM dealing with assessing levels of tension. The specific methodology utilised within the CIAM relates to indicator analysis. Grabo (2002, p. 4), a former intelligence analyst with the Central Intelligence Agency, determines the indicator as a specific form of intelligence, “an intangible, an abstraction, a theory, a reduction, a perception, a belief. It is the product of reasoning or of logic, a hypothesis whose validity can be neither confirmed nor refuted until it is too late.”

Interpreting indicators is a core component of the CIAM model. Being able to interpret the ‘early warning’ indicators is an intuitive ‘skill’ (Khaneman, 2013) which Innes (2012) sets apart as a form of situational intelligence. This branch of the science focuses on intelligence as an anaesthetist focuses on a patient during an operation. Monitoring and evaluating delicate life signs and signals becomes, over time, an enhanced skill; this is applicable to the professional intelligence analyst too. Grabo (2002 & 2010) suggests that objectivity and realism are core components in
the analysis of data and its appreciation. The subtle yet interconnected strands of intelligence form the core components of the ACPO NCTT, Operation Element report, which dates from 2007; the EEP model is drawn from this national reporting system. Although not taught to users of the EEP system, they routinely practice a recognition heuristic form of analysis (Goldstein and Gigerenzer, 2002). The recognition heuristic is used to determine and understand criterion based on experience and arguably forms the dominant method to determine the scale of an incident across EEP categories used to measure community tension (ICOCO, 2010).

The use of a heuristic developed in tandem with clearly articulated criterion is emphasised by a number of recent thinkers, including Khaneman and Frederick (2005), and when used in combination with Grabos's (2002, P. 37) medium of warning intelligence enables the user or analyst in this case to “deal not only with that which is obvious but that which is obscure.” The application of heuristic criterion to both community and situational intelligence ensures that decision-making with CIAM is supported and evidenced. More broadly speaking, early warning indication is also found in crisis management approaches to conflict (Kwa, 2012). In this context Kwa suggests that
decision making in a crisis is not a static choice. Rather, it is a dynamic decision problem solving requiring the policy maker to make sequential risky choices in a rapidly evolving and complex environment’ (2012, p. 13).

The prominent role that systems thinking ought to occupy in relation to intelligence is underscored by Kwa, who argues that the reductionist approach to analytics is worsened as new information reveals the emergent complexity. In part the criticism levied here relates to the ‘upscaling’ of
intelligence, where the preoccupation with the rewriting of material occurs as it moves towards the highest level of decision-making (Kwa 2012).

As indicated previously, intelligence formed a significant component of the Ipperwash inquiry. Notwithstanding the intelligence failure surrounding the shooting of George, criticism focused on managing the flow of information to critical commanders during the incident (Hedican 2008, 2012 & 2013). The Ipperwash inquiry (2006, Vol 1, p. 678-679) highlighted the intelligence issues in relation to operational decision-making, citing a lack of training, failure to develop appropriate standard operating procedures, and the original omission of the intelligence function from the organizational chart managing the incident. Other complicating factors noted by Hedican and the Commission included the allegation of political interference in policing strategy and operational delivery. The allegation made by the Ontario attorney Charles Harnick that the Ontario Premier Mike Harris stated ‘I want the fucking Indians out of the park’ (CBC, 2007, *Ipperwash Inquiry spreads blame for George’s death*) pointed to a lamentable comment revealing a dark, dismal component which complicated police decision-making. There were similarities with the situation in France when the government became involved and influenced policing decisions, with Interior Secretary Sarkozy openly promising ‘inhabitants that he would ‘les débarrasser des voyous [. . .] de la racaille’, and using the metaphor of a ‘kärcher’ or high powered cleaning hose when speaking of his intentions to clean the suburbs of the ‘scum’ inhabiting these areas (Moran, 2011, p. 98).

A report on intelligence published the Ministry of the Attorney General (MAG, 2006) identified many steps taken by the Ipperwash Commission,
which included specific First Nations awareness training and revision of training in terms of the intelligence process, to reduce and eradicate mistakes in intelligence decision-making (2006, p. 21-24).

A CBC news article Monitoring of First Nations beefed up in ’06 (2013) revealed that at the same time that the organisation was undergoing an intelligence review, Indian and Northern Affairs Office Canada (INAC) was given the lead role in monitoring Indigenous communities and leadership. This form of hotspot reporting raised concern within Indigenous communities and forms a conceptual link to Monaghan and Walby’s (2012) writing on racialized surveillance and co-location of different strands of protest in relation to Indigenous issues with environmental activity, politics and protest. There are different perspectives on the purpose and intention of the INAC document. These will be explored later in chapter seven.

Intelligence is driven by the requirement to respond either reactively or proactively to lack of information. In adopting a holistic perspective, this discourse would not be complete without mentioning the policing of suspect communities as recognised by Hillyard in 1993. Hillyard’s work examining the impact of anti-terrorism legislation in the UK has been reinterpreted by Panatazis and Pemberton (2009), and continues to demonstrate that individualised surveillance of communities’ impacts and disrupts relationships with law enforcement and the security of the state. Although Hillyard’s concept of the suspect community was contested by Greer (1994), contemporary writers have linked the concept to the implementation of UK counter-terrorism policies from 2007 onwards. At this juncture the importance of appreciating the intersectionality of the policing role of
surveillance and the maintenance of security apparatus is apparent. Constructing a problematic identity affirms the narrative and locates surveillance and security requirements to support continued economic growth and business development.

There is a significant ethical dilemma in relation to the application of the CIAM, providing a reason for the separation between CIA and EEP in the UK. The separation emphasises Innes and Sheptycki’s (2004, p. 8) suggestion that intelligence is distrusted by communities as it represents ‘clandestine secretive policing possibilities’. The challenge exists as to the most appropriate method to use in terms of generating intelligence that satisfies the consumer and the operational decision maker, as well as benefits the community at large. This blended approach is the focus of this research.

There is a significant emphasis in the literature on the necessity of understanding the ‘other’ within CIM. In order to deconstruct the concept of the ‘other’, three overlapping approaches within the literature were identified: Consilience, Intersubjectivity, and Indigenous Research Methods (IRM). These strands create a unique epistemology, incorporating the distinct findings of academics across three diverse police cultures and multicultural societies. The literature highlights a conflicted decision-making model, driven by legislative regulation—such as the need to facilitate lawful protest for the ‘other’, whilst preventing disorder from occurring. Positioned within the body of literature is the critical issue of why the ‘other’ is separate from the governance of policing. Relational understanding is a core concept in reducing the divide, creating a bridge between the ‘other’ and governance.
The practice of consilience draws together seemingly disparate strands of knowledge to garner a holistic response to complex, intersectional issues. Grieve (2008) frames this approach as the examination of ideas in other disciplines to see if they offer insights into the problem currently under examination. It is this method that enables a multi-faceted approach to exist, drawing on diverse yet interconnected fields such as Indigenous and Peace Studies. Accurate intelligence analysis operationalises a consilient response informing decision-making and identifying harm, risk and threat.

Duranti (2010, p. 2) discusses how intersubjectivity can be used as a method through which understanding can be gained via experience of where the ‘other’ is: ‘Intersubjectivity can constitute an overall theoretical frame for thinking about the ways in which humans interpret, organize, and reproduce particular forms of social life and social cognition.’ The application of intersubjectivity provides a frame to develop and apply CIAM. The process enables the police to develop responses that recognize fundamental human rights, uphold civil liberties and provide accountability. The key function of the CIA is the analytical process, constructing control measures to provide an effective response based on community intelligence that provides sustainable engagement and increased community confidence within CIM—thus operationalizing relational understanding and reducing the configurative divide.

The literature presents intersubjectivity as a means to evaluate quantitative and qualitative data. This binary reflection of data shapes the interpretation of culturally diverse ideas that form aspects of consequence management within policing. Evidently there was a significant division
between quantitative and qualitative research present in the literature. Qualitative research often explored the relationship of policing to community through discourse. When considering the responses to the riots in the north of England in 2001, longitudinal ethnographic research identified and explored the social space that governs individual and community experience in the UK (Millings 2013). Acknowledging the impact of discourse reveals social contradictions that form a dichotomy between police governance and community impact. A similar research approach was adopted by Mucchielli (2009) and communicated in the analysis of the French 2005 ‘riots’ in the ‘banlieue’.

Evidenced-based management techniques encouraged policing to reinterpret its social position. Consequently this enabled a number of authors to evaluate community intelligence and engagement through innovations in policing such as Neighbourhood and Counterterrorism models (Bullock 2013, Innes 2004, Lowe and Innes 2012, Rose and Garland 2010). Although ethnographic studies (including longitudinal material) reveal concise and valuable insights in relation to understanding CIA, the emergence of Indigenous Research Methods (IRM) provides an opportunity to contextualise the relational nature and function of CIA.

IRM is a paradigm encapsulating a distinctive methodology in the integration of Indigenous values in the research context. Wilson (2001) suggests that IRM is an Indigenous framework based on the supposition that knowledge is relational, forming part of creation. IRM provides a unique framework for situating Indigenous knowledge and ‘western’ research perspectives (Lavallee, 2009). Lavallee highlights the need to connect
Indigenous and ‘western’ forms of epistemology. In particular there is emphasis on the relationship between the medicine wheel and, in the context of understanding Indigenous protest, the honouring of treaties and the spiritual significance of the relationship between humanity and the land. This emphasis creates the potential to transcend notions of ‘suspect communities’ as the ‘other’. It is both ethical and integral to acknowledge the use of language and the incorporation of Indigenous knowledge in research. IRM provides a unique platform to explore issues of CIM and police governance within professional practice and promotes accuracy in research.

Issues of community cohesion arise from the discourse analyzing the riots in England and France. Both case studies highlight a significant amount of variables, concepts, and indicators that direct understanding of community impact. The literature identifies the systematic methods used to manage community impact, formalising the operational discretion of the police.
3. Methodology

“We have recently become more sensitive to the understanding that knowledge does not exist in objective, decontextualized forms, but is intimately linked to specific contexts, people and issues.”

(Abdullah and Stringer, 2002, p. 143)

The opening remarks evidence how complexity underpins research within the policing process, revealing the linkage between managing risk and maintaining security. Realistic policing and the use of operational decision-making models require an accurate interpretation of individual and group capabilities across specific contexts. The ability to extract knowledge from multiple contexts and provide the means for convergent analysis is a demanding process. Several methods were used in the design of the research, forming overlapping containers. The multiplicity of contexts, people and issues resulted in a mixed method approach (Creswell 2014, Bergman, 2008) as the most appropriate vessel for the research.

Creswell (2014) argues that mixed method enquiry is validated when two sets of data are integrated to comprehend the research questions. Several distinct yet interrelated methods are present in this research, ARM, IRM, IPA, and in relation to Organisational Research as SYST. The mixed methods formed and contributed to a ‘convergent’ approach with the specific intention of seeking emancipatory outcomes in terms of creating organisational change with consequential effects on broader social justice issues. The research was grounded in but also emerged from a phenomenological reflection. The reflection addressed three
elemental approaches to understanding: lived experience, conscious process, and interpretation of experience (Creswell, 2013). Both quantitative and qualitative methods, separately and in combination, revealed the authentic lived experience of the participants.

The research also includes quantitative and qualitative data. The quantitative data relates to a series of participant responses from questionnaires provided to the participants within the ARM. Analysis of the qualitative data included open-ended responses within the questionnaires, and the results of the Indigenous circle. The circle was used as a method to apply IPA and as a culturally appropriate medium to open and close the research (Kovach, 2010; Lavallee, 2009 and Chilisia, 2011). The combined approach provided the means to interpret context, people and issues. In addition, the results emphasise that organisational culture was a significant undercurrent in the evaluation of the research. The following sections provide a contextual and situational analysis of the research, an overview of method, data on collection techniques, areas for concern, and links to previously mentioned methods. The chapter concludes with a critically reflective piece focused on objectivity and validity.

Addressing the three core elements of applied phenomenological research (Creswell 2013) revealed a common experience of the participants responding to Indigenous protest. The response to the protest was bound by an organisational process (the Framework) and driven by an interpretative, contextual and situational response mechanism (a weekly commentary). In addition, the flow of information between the organisation and the participants was communicated through the interpretation of experience and
contained within a reporting structure. The combination of three distinctive elements constituted a phenomenological study. Adopting an ethical stance relative to IRM, the research framework addressed the issues of positionality in relation to knowledge and opinion on subject material, as underscored by Palmer, Larkin, De Visser, Richard and Fadden (Palmer et al., 2010). The following section will assist in contextualising bias and demonstrate how this may have influenced the research.

As a mixed-race male of Irish and Punjabi nationalities educated in the UK, I am a product of colonialism in terms of education, integration and migration. As the researcher, my relationship to community tension monitoring was formulated after witnessing the social unrest of the early 1980s in the UK. The unrest ranged from political and economic disputes such as the miners’ strikes to interracial conflict in London, Birmingham and Liverpool. From 2002 until 2009 the researcher was employed to analyse community tension and develop community engagement for Thames Valley Police (TVP). Training in the CIAM was provided by the John Grieves Centre for Policing. The researcher’s role required briefing senior officers and operational staff through weekly assessments, impact assessments on critical incidents and intervention strategies. As the role grew in relation to the demand for assessment, the researcher was appointed as the special point of contact for community tension issues, reporting to the National Communities Tensions Team. From 2005 onwards the role also provided facilitating the training of the CIAM for members of staff. Influential academic figures include Professors Grieve and MacVean, who provided enhanced training and presented an opportunity to be published (Bhatti, 2008).
The rationale for highlighting the experience above is to emphasise the need to remain objective and not to confuse lived experience with the participants’ interaction. In addressing the concept of epoche or bracketing, (Creswell 2013), the researcher is required to ‘suspend’ presuppositions ‘about what is real’. Furthermore there was also potential for bias against the organisation due to previous lived experience of working with and teaching the CIAM. Insider research exposes the researcher, the organisation, and participants to potential forms of bias. Forms of bias exist on the organisational (formal and informal), hierarchical, and institutional levels. Identified examples included attempts to disrupt the research and control the flow of information. A detailed relationship with the literature may introduce a bias towards problem identification, integration of the study, and a perceived issue of knowledge being more useful than experience. Creswell (2013, p. 78) notes that,

“This does not take the researcher completely out of the study, but it does serve to identify personal experiences with the phenomena and to partly set them aside so that the research can focus on the experiences of the participants in the study.”

Creswell’s remark is particularly important as sections of ARM advocate that the researcher plays an integral role in the research. Within this context the role is often switched between researcher and participant as knowledge is shared and developed. The following sections coordinate and situate the research method in context, involving participants in the design and creation of new products to support decision-making and produce a positive impact on the communities. The sections delineate the interaction between participants, providing an objective, effective approach. The
research design enabled the participants to engage with issues, creating a new method to quantify incident and assess impact.

From the perspective of professional development, the application, testing, observation and discussion of results provide the scope and means to facilitate a paradigm shift (Kuhn, 2012). Articulating the original contribution to knowledge reflected several overlapping areas of capability, context and response. Initially the contribution is evidenced through a deeper discussion of the constituent parts required to complete a CIAM. The results of the research are presented in a refined model using the action research cycle. The iterative cycle provided the possibility of reinterpreting the cycles of violence within the framework, offering new tools to interpret, influence and impact the operational environment. Generating information in this way enables the analyst to influence the decision maker who aims to have a direct impact on the operating environment (Ratcliffe, 2005, p. 439). The research also demonstrated the potential application of situational intelligence models to complex policing environments involving Indigenous rights and self-determination, mass migration, interethnic violence, peace/capacity building and human security activities.

Evidence of the original contribution was demonstrated through co-constituting knowledge of material and the combination of methods to enrich understanding of constituent fragmented parts. The examination of constituent realities identified through literature forged a deeper engagement with, and reflection on, potential outcomes. As such, the research is grounded in theory. From the perspective of the researcher, the method supports professional doctorates, providing a deepening of practice, with the
application of knowledge as more than an unfolding narrative of professional experience. The orientation and bridging of ARM, IPA, ST and IRM resulted in a deepening of co-constituted practice (Smith 2004).

3.1 Research questions

Each research question was discussed with the organisation in a series of meetings prior to the research agreement being completed and signed. The research questions directly related to concerns expressed by participants in terms of managing information and creating a sustainable system for reporting, including analytics. In relation to gathering reports and examining potential framework issues, internal research identified a structured tension model lacking a grading or scaled classification system. Without the analytical component provided in the research the model will only summarise what is already known. This fact poses the question: How does an organisation make a judgement on operational matters if it is only considering what it already knows? Subsequently the participants were canvassed about the possibility of using ARM to alter the UK format and create a model specific to their context in Canada. An opportunity was presented to grade information providing a deeper level of analysis which revealed new findings, approaches and tactics for the participants to use.

From an ontological perspective the organisation had a defined viewpoint shaped by the experience of previous research, which included an element of perceived failure and success. Both elements informed the informal/formal culture of the organisation. For transparency and accountability it is worth examining the basic paradigm that was in place at
the beginning of the research. This paradigm was managed through a process of negotiation, diplomacy and applied systems thinking. For example, a discussion on epistemology occurred in the first meeting with the participants who later formed the circle. Concern was expressed as to the scope and limits of the research, as participants stated that they were ‘extremely busy’. Commentary also included references to previous researchers who had taken a great deal of information, yet never given anything back. The role of the practitioner researcher was explained to the participants alongside the concept of reciprocity from IRM (Kovach, 2010). This process enabled a discussion of the researcher’s role in relation to ARM and the implementation of the CIAM. Acknowledging the reciprocity eased fears and concerns expressed by participants.

1) Evaluate how tension is currently monitored by the participants in relation to the framework and compare the effectiveness of the community impact assessment model in relation to the role of participants.

Participants were introduced to both parts of the CIAM, the tension monitoring model (EEP) and the CIA. Participants evaluated the monitoring of tension and chose from examples providing feedback.

2) Utilize an iterative research cycle to evaluate the CIAM, collaborating with participants on a framework issue and quantifying the response through the Ontario Mobilisation and Engagement Model of Community Policing.

Participants responded and selected a live issue, which was currently part of the framework approach. Initial meetings were held in different parts of the province to evaluate the method and write a CIAM specific to the
incident at hand. The CIAM was then developed through three iterative cycles transitioning from a PDF document to Excel, until finally within the Indigenous circle a final version was agreed on.

3) Despite technological advances, the CIAM has not evolved to accommodate the growth of available information in the public sphere. From an exploratory perspective incorporating the aims and aspirations of situational intelligence models, how could information be communicated more effectively to inform and improve operational decision-making?

The results gained from the first two research questions formed an enhanced model that also included situational intelligence building on the concept presented by Innes of incorporating social media into the reporting stream. The material was given to the organisation alongside relevant research and reports in September of 2016.

3.2 Developing a philosophical stance

Phenomenology is a comprehensive philosophical system seeking to understand the individual interpretation of ‘being’ in context, as expressed through the relational experience of the self with regards to shared lived experience and conscious process. In this context phenomenology forms a bridge between western and Indigenous methodologies that is achieved by creating a place to locate relational approaches to participants and data. The research used a distinctive method to ‘understand and make sense of another person’s sense-making activities with regards to a given phenomena in a given context’ (Palmer et al., 2010, p. 99).
Palmer et al. (2010) highlight the role of interpretation within phenomenological analysis. The specific focus given within the research locates Interpretative Phenomenological Analysis (IPA) as a means to interpret language and draw meaning from the expression and relation of the experience to the self and to the world (Smith, Flowers, Larkin, Smith et al. 2009). The method is developed from the field of psychology, with a specific focus on interpreting, understanding, and engaging with events and subsequently making sense of the phenomena or experience at hand (Smith et al., 2009). The research identified with both of the two main strands in phenomenology: the hermeneutical (Smith et al. 2009, p. 3) and the interpretative. The literature suggests that the hermeneutical is used in the context of analysing meaning through text. When meaning is not clear an interpretative approach is adopted to locate the essence of the experience. In application the process is linked to a heuristic decision-making process (Gigerenzer & Gaissmaie, 2011), where the evaluation and analysis of indicator intelligence (Grabo, 2002) is used to formulate and communicate the kinetic and the potential severity of an incident. Within phenomenology there is also an intersubjective component providing a process to situate contextual understanding.

The research specifically examines the role and importance of intersubjectivity using IPA. Intersubjectivity is conceptualised as ‘the variety of relations between perspectives, including groups, traditions and discourses, and can manifest as implicit (taken for granted) and explicit (reflected on)’ (Gillespie & Cornish, 2009, p. 4). Gillespie and Cornish discussed the impact of the dialogical and the inherent meaning that words
convey. In this context the dialogical (meaning language that is dynamic, relational and engaged) is not restricted to the spoken word, as the written word carries a deeper level of significance in terms of providing an analysis. In developing Bakhtin’s premise (as cited in Gillespie & Cornish, 2009, p. 24) of the refracting and the relational, the misrepresentation of information and subsequent analysis will have a critical impact on operational decision-making. Duranti also offers a rationale for adopting the intersubjective: “When properly understood, intersubjectivity can constitute an overall theoretical frame for thinking about the ways in which humans interpret, organize, and reproduce particular forms of social life and social cognition” (2010, p. 2).

In application the research identified that a descriptive narrative accompanied by a revised grading scale (relative to the context and situation) provided the means to validate the information received and articulate a relevant course of action. The application of intersubjectivity as a research and reflective tool identified how information was conveyed and where improvements could be made. By extension analytical components performed a role drawn from heuristic decision-making models, simplifying decision-making and demonstrating an improved accuracy of the approach and method taken. The ARM component identified comments and suggestions through hermeneutic and interpretative phenomenological approaches. The IPA process revealed how phenomenological approaches were directly applied to delineate potentially complex decision-making through dialogue and interpretation of body language. The dialogic component emerged as a critical technique in understanding context and
interpretation of potential critical incidents (Gillespie and Cornish, 2009, p. 25): ‘every utterance or communicative gesture can only be understood in terms of the expected audience to which it orientates and the actual audience that it finds.’

Given that this research involves cooperative enquiry of the development, a necessary conversation included ‘role, tasks, boundaries, authority, and the power in the context’ (Ospina, Dodge, Godsoe, Minieri, Reza & Schall, 2004, p. 66). Observing, knowing and learning the four criteria of authority, boundary, role, and task determines the level to which there is an authentic cooperative inquiry. The aspiration to create a paradigm shift (Khun 2012) buttresses the relationship of experience and knowing as generated in cooperative enquiry. A revisiting of Reason (1998) emphasised the critical intersubjective component, requiring an acknowledgement of knowing all four criteria, redefined as culture (Ospina et al.). Accurate assessment of community impact requires a critical reflection on interrelated situational complexity. Awareness, dialogue, and reflectivity are filtered through a structured heuristic approach providing an enhanced assessment. Adaptation of intersubjectivity as a discourse enabled the researcher to contextualise relationships as transference from the person who experienced the phenomena to an effective container such as the EEP, with the capacity to convey an assessment. In the context of the assessment, objectivity is used as a heuristic measure to provide guidance and scale. As the research developed, the process revealed SYST as an integral aspect, revealing complexity and interconnected features of an incident. As multiple
viewpoints converge, multiple realities affecting context and impact are revealed, an essential element in understanding Indigenous issues.

Blending ARM with IPA enables the participant to present what can be known about the limitations of process and design. Heuristics were used to convey complex situations. A method heuristics assisted, coded and explained tension, and created shared mental models without the use of software to produce enhanced decision-making based on the validity of experience in the moment. IPA is a method that enables the researcher to give voice to the experience of a participant during a specific event (Larking, Watts Clifton, 2006). The process involved in conceptualising reality also echoes the relational aspect of existence present in Indigenous Research Methods (IRM) and explored in the following chapter.

3.3 Interpretative Phenomenological Stance

Analysis in the interpretative tradition is guided by process. Smith et al. (2009) advocated a six-step process involving scrutiny of the text, noting initial thoughts expressed by the participant and separately by the researcher, identification of emergent themes, finding interconnectedness within themes, evaluation on a case-by-case basis, and finally an identification of patterns across cases. Due to time and geographical constraints the organisation facilitated one circle to close the research period which involved participants travelling to meet with the researcher.

For Smith et al. (2009) the IPA process includes a case-by-case evaluation and then identification of patterns across cases, which presents
an ideographic perspective. In adapting the common principles, Palmer et al. (2010, p. 103) emphasised the following points:

- Reflection on preconception and process;
- Close line-by-line analysis of text;
- Identification of emergent themes and patterns;
- Dialogue with the participants to develop an interpretative account of context.

Yet, Palmer et al. (2010, p. 105) advised against following an eight-stage protocol used for research, as the research was specific to a health context. The concept of the protocol was expanded to engage with IRM, and accommodate reflection and narrative style. What emerged is an example of the protocol followed to analyse the data, incorporating learning from Larking and Thompson (2012) and Wilson (2001):

- Identifying concerns and experiences and sorting into emergent patterns;
- Positionality, exploring the role of the facilitator, participants and the separation of professional, personal and ethnic identity;
- Relationality, identifying the responsibility to act purposefully, listening and observing, understanding interrelated consequences of context;
- Organisation and system, roles as participants, individuals and team members working in the context of the framework and community mobilisation. Expectations given in reference to community and organisation;
- Narrative, identifiable style, tone, purpose, and Indigenous perspective;
- Language explored through pattern, context, and function;
- Adoption of emergent themes within the intersubjective lens.

Language was additionally important as the researcher is not Canadian and therefore may confuse the timing, implicit meaning, tone, idiom and euphemism at both Indigenous and non-Indigenous levels. However, in the context of the circle, where relational thinking is considered to show empathy,
deep listening and reflective skills, the synthesis of conversation is intersubjectively interpreted at the individual and group level. Reflective elements are included in the findings presented in the second chapter. The phenomenological thematic analysis was influenced by Fade (2004) and Braun and Clark (2006), and interpretation of meaning was influenced by Malterud (2012). Emerging within the coding and data is an acknowledgement that the exploration of different approaches is drawn out in relation to the research questions. In essence once we come to know, we are able to recognise difference and intersubjectively manage to adopt a uniform approach to problem solving. In response to the critique of IPA and the development of criteria, Smith (2011, p. 60) suggests that “doing good qualitative analysis is a complex multifaceted activity combining, for example, rigour and creativity, concern with the particular and the whole.”

Smith’s comment underpins the aim of IPA. Todorova (2011) described the synergistic qualities that IPA has brought to research, emphasising the flexible innovative approach synchronised in epistemology, methodology and method. Struthers and Peden-McAlpine note that phenomenology captures oral history in a natural and culturally acceptable way (2005, p. 1264). To capture the essence of the shared, lived experience the researcher remains sensitive to context, focusing on the person sharing the lived experience to reveal the subjective experience; the sharing of information reveals the intersubjective, a moment when the researcher develops a coherent understanding of essence.

Concepts such as holistic thinking and interconnectedness permeate IPA, SYST and IRM. Crazy Bull (1997) and Struthers and Peden-McAlpine (2005)
emphasise that IPA is able to contain the lived experience and lifeworld of Indigenous people rather than fragmented data drawn from quantitative studies which do not contain holistic thought. A method used to facilitate this process is the use of open-ended questions within questionnaires and IRM such as circles (Lavallee 2009, and Kovach 2010) and focus groups (Palmer et al, 2010). The strength of the circle approach is in the intersubjective stance taken by the participants through conversation and questioning to reveal deeper layers of lived experience. Yet Palmer et al. (2010) suggest that experiential claims must be viewed within complex social and organisational (contextual) relationships. Atkinson as cited by Wilson (2008, p. 59) describes the integrity involved in IRM;

### Table 1 IRM Guiding Principles

<table>
<thead>
<tr>
<th>Guiding Principles</th>
<th>Knowledge of individuals and community</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aboriginal People-approved research</td>
<td>Adherence to principles of reciprocity and responsibility</td>
</tr>
<tr>
<td>Quietly aware, watching</td>
<td>Confidentiality</td>
</tr>
<tr>
<td>Reflective non-judgemental consideration</td>
<td>Deep listening</td>
</tr>
<tr>
<td>Responsibility to act in relationship to what has been observed</td>
<td>Act on knowledge by developing a purposeful plan</td>
</tr>
<tr>
<td>Listen and observe the self as well as relationships to others</td>
<td>Awareness and connection between logic of mind and feelings of heart</td>
</tr>
<tr>
<td></td>
<td>Acknowledgement that the researcher brings to the research his or her subjective self</td>
</tr>
</tbody>
</table>

As indicated by Lavallee (2009), it was essential to seek the permission of an elder prior to commencing the research. Permission was obtained in two ways: agreement from participants considered to be elders, and further advice sought from a Moosenee Cree elder on the rationale for commencing the research.

To open the Indigenous circle, tobacco and sage were offered in the morning in a process observed and guided by an Indigenous Metis female.
Prior to commencing the Indigenous circle, the researcher acknowledged the meeting was taking place on the traditional lands of the Chippewa of Rama First Nation, smudging was undertaken, and tobacco offered to each of the participants. Tobacco is considered a sacred plant within Indigenous communities (Baskin, 2005; Restoule, 2004 as cited by Lavallee, 2009, p. 28): ‘many Indigenous researchers have included the use of the tobacco as a gift to participants to demonstrate respect for the knowledge that the participant will be providing and to ensure that the research is done in a good way.’

Participants included both Indigenous and non-Indigenous members of staff. An item equivalent to a talking stick was initially used by the group to guide and enable commentary. Refreshment was also provided as the circle lasted for two hours. The research was closed by thanking those involved in the Ojibway language. It is important to acknowledge Wilson (2009), who reminds us that the Indigenous communities own Indigenous knowledge shared in research.

Applying the IPA method to this context we are in a position to distinguish and challenge arbitrary decisions, generating a method to provide consistency of reporting incidents and tension whilst maintaining the integrity of the individual context. Prior to the research commencing, documentation within the organisation did not support consistent contextual reporting. Without some form of grading there was no method to categorise the severity of incidents and prioritize police response. A potential issue also arose in the application of the grading system and the participant’s positionality, which is a result of co-constituting the self in relation to an object or another
person. In order to effectively use the grading system participants also had
to act in a reflexive capacity, identifying their relationship to the public and the
severity or risk of the incident, encompassing political, social and economic
factors.

The research focused on restructuring the CIAM to succeed in a new
context. The question posed by the research sought to identify if tension
monitoring can be universally applied based on understanding the
idiographic, that which is uniquely yours, using an approach grounded in
active engagement through ARM. Through the literature review and the
analysis of material it became clear that ‘what is real is not dependent on us,
but the exact meaning and nature of reality is’ (Larkin, Watts, Clifton, 2008, p.
108). Once the intention of an incident or the people involved in an incident
is identified the information is filtered at the individual level involving a
number of processes that include values and judgments alongside
heuristics. This interpretation is forwarded in a report that is then collated by
another individual and communicated to an organisation at large, where the
information is reinterpreted and compared to current structures in
place. Clearly with so many possibilities emerging, a standardised practice
using heuristics would enable accurate operational decision-making.

The research progressed from analysing questionnaire responses to
an analysis of an Indigenous circle using IPA. The resulting information
revealed how IPA is critical to contextualise and make sense of another
person’s sense-making activities with regards to a phenomenon in a given
context (Langridge, 2007 & Smith, 2004). Analysing the results of the
Indigenous circle revealed how experience is integrated into complex social
and contextual relationships. The wisdom offered and revealed personal realities held within a common experience, and narrated the complex dynamics of policing and community relationships. In parallel with Gillespie and Cornish, it was identified during the circle that while participants ‘started with massive divergences of perspectives they worked collaboratively to build a shared nomenclature and a set of implicit assumptions when enabled to complete the task” (2009, p. 19).

The participants collaborated to complete the session and agreed on a way forward using the research findings. Applying phenomenology and the intersubjective underscores the analytical methodology and links AR to two remaining areas of discussion: IRM and SYST.

3.4 **Action Research Methods (ARM)**

ARM specifies an effective method with the potential to generate lasting sustainable transformation. In this context change is not determined or fixed; rather the opportunity and space required to create possibilities offer a deeper sense of reflection within the organisation. Through collaborative adaptation and testing of material, the participant’s involvement became central. The research was directed by the participants, who focused the enquiry on efficiency and effective contextual response, quantifying critical incidents and assessing community impact.

Scholars in the field of ARM agree that research in this context ‘encourages values of inquiry and learning, mutual respect for other people and for the wider ecology of which we are all part’ (MacArdle and Reason, 2008, p.
123). Examining the method at a deeper, reflective level, McNiff (2013, p. 23) argues that the practice is reflective and compels an enquiry into the self. The broader ARM definition echoes Reason and Bradbury (2001) as well as McNiff (2013, p. 25), emphasising the contribution to ‘improved human, non-human and environmental wellbeing.’ The deeper reflection on issues by the group and the individual raises a levy, co-creating or co-constituting meaning, making a claim to knowledge distilled from ‘authenticated evidence’ (McNiff, 2013, p. 25). ARM is also a container to internalise comments, notes and observations that provide the means to consider the living experience of researching. Romanyshyn and Anderson (2007) propose that it is the subtle complexities of our own experience which draw us to research. McIntyre’s exposition of participatory action research evidences the ‘collective commitment [and] desire to engage…collective action’ and building of ‘alliances’ (2008, p. 1), emphasising the construction of knowledge. Building on McIntyre’s analysis of Taggart’s research, ARM is a dialectic process that leaves the researcher, participants and situations changed or unchanged as the case may be.

The table below provides an overview of the approach taken to collect and collate the data.

<table>
<thead>
<tr>
<th>Date</th>
<th>Questionnaire data</th>
<th>Interview and circle data</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>January</td>
<td>Initial meetings and participant recruitment.</td>
<td>Organisation choses subjects to research questions.</td>
<td>Clarified research questions.</td>
</tr>
</tbody>
</table>
February

Presentation given at organisational conference.

Initial questionnaire launched.

Issues selected include Land Claims, Community Tension, Environmental Issues, Harvesting Rights, Water Rights.

Participant questionnaires received.

March

Questionnaire issued on Experienced

Assessment completed using PDF copy.

Feedback given.

Revisions made to Experienced model.

Information published in PDF.

Two weekly summary reports provided to participants.

April

Questionnaire issued on Experiential

collation of results.

Meeting with participants, review of assessment.

CIA switched to Excel format provided to participants.

Revisions made based on feedback on Experienced and Evidenced.

May

Questionnaire issued on Potential

collation of results.

Meeting with participants.

Review of assessment, CIA updated to a Word template.

June

Email to all participants thanking them for participating.

Analysis of data begins.

July

Research closed with a circle following Indigenous protocol.

Discussion focused on themes emerging from the questionnaires.
Data was collected using the process evident in the following causal loop diagram (Kim, 1992, Vermaak, 2007 & Williams and Hummelbrunner, 2009):

Causal loop diagrams reveal the complexity and interconnectivity that is an applied SYST analysis of the ARM approach. To gain commitment a similar diagram was drawn during initial meetings to explain the integrated approach to the research. The figure visualizes the approach taken to develop the impact assessments. Both of the processes were implemented concurrently. In the figure above, each region within the organisation was approached to identify an issue to assess one participant responsible for liaison. The CIAM document was co-operatively researched and then updated on a monthly basis. Three versions were completed using different formats to facilitate comprehension and design. Analysis of the effectiveness of the CIAM was conducted through the questionnaires and within the circle. In the questionnaires participants were given the chance to critique
the EEP model and make suggestions to improve the document. Additional questions were also added to evaluate the role of the participants in relation to the community mobilization model and develop an understanding of background knowledge in relation to conflict resolution. Data gained from the questionnaire was reviewed and analysed through descriptive approaches. In addition the questionnaire used a combination of Likert scale and open-ended questions to elicit responses from participants. The model generated excellent feedback and provided detailed material to assist the analysis. In addition to the information the discussion following the demonstration of the research verified Vermaak’s comments (2007, p. 179) in terms of raising issues related to ‘contrasting motivation, power factions and resistance.’

In tandem with the iterative approach, the questionnaire format was repeated. As the participants provided feedback the EEP was modified, and a revised version was prepared. This was an intensive phase of the research, and the process occurred four times during the six-month research period. Examining the limitations of ARM led to a review of the literature in terms of the broader lived experience of the research. Arieli et al (2009) consider the implications and expectations through critical reflection on the implicit values created during ARM. Caution was raised with respect to the direction of the enquiry toward efficiency and contextual response—in short, with regards to the unintended expectation that participants perform the role of researchers. Arieli frames this issue as a ‘situation in which action researchers, acting to actualise participatory and democratic values,
unintentionally impose participatory methods upon partners who are unwilling or unable to act as researchers’ (2009, p. 277).

Overcoming the limitations of this issue became an ongoing issue in terms of the delivery of the project whilst unpacking lived experience to create organizational change. An example of the issue identified by Arieli was evidenced at a conference attended by the participants in February of 2015. Although the conference stimulated interest, the researcher assumed that more than the actual number of participants would engage following a presentation to the assembled group and an endorsement by a member of the organisation.

The structure that emerged revealed a dedicated cadre of participants who were greatly concerned with the opportunity to explore their own practice and commit themselves to research. A second example occurred when the research was underway and the researcher was told that the document would not be released internally as it may cause confusion in the organisation. The research was then released only to the participants for them to comment on.

The research was conducted over a six-month timeframe, beginning in late January of 2015 and finishing in late June. Due to the potential for abstraction of team members, the research was concluded before the Pan Am games of 2015. Prior to commencing the research a meeting was held with the circle participants to explain the procedure, method and objectives and to discuss the research questions. Following completion of the consent forms a series of online questionnaires were sent to members of the
team. An iterative ARM was initiated with feedback informing subtle changes to the EEP framework. The first questionnaire was initiated in February of 2015 prior to a conference.

3.5 Insider Research: Systems approach to organisational development

Establishing a practitioner–researcher relationship with the organisation required a careful and intensive discussion of the aims and objectives of the research. Developing the authority to conduct the research required not only formal approaches through research proposals and ethics submissions to the University but also formal research agreements with the organisation including a legal review. Explicit descriptions of aim, method and outcome revealed the research framework, which emerged as a mixed method approach involving several disciplines. Developing a course-of-action in this manner provided a clear directive and mandate.

The following sections provide an overview of insider research in relation to the systems and goals of organisational development. The method, analysis, and findings are intended to be rigorous, relevant, and ultimately reflective of the role of the participants (Coghlan & Shani, 2014). In addition the application of the model to the organisation highlighted the ability to improve anticipation, better define context, and employ dynamic transformations to strategy and tactics.

Utilising the ARM model it was possible to develop authentic relationships where credibility in knowledge, design and experience translated into culturally relevant approaches to managing tension. The term
‘culturally’ is used in its broadest sense and refers to both formal and informal culture, epitomised through the use of discretion within the organisation. Culture also relates to the development of tools that are applicable to monitoring, evaluating, and managing tension. Culture reveals how boundaries are critical points of intervention (Cleland & Wyborn, 2010, Cordoba 2007, Ulrich, 2003). Boundaries are not only limited to role and responsibility. Discussion determined that boundaries featured prominently in decision-making, both in the scale and scope of the research and in operational capacity. One key issue identified by boundary analysis related to the inclusion of information, and, if one is practicing a critical perspective, acknowledging what is being kept out or prevented from being included.

The ARM approach was successful in creating a communicative space or ‘social space’ (Jacobs 2010), a safe environment to put forward ideas as well as discuss and further ways to produce practical knowledge and understanding of how we come to know rather than what we know (Coghlan & Shani, 2014). This form of knowing underscored the importance of infusing IRM into the research and providing a decolonizing container for Indigenous knowledge. Romm (2015) asserts that decolonising the research stance and moving towards a transformative paradigm reverses the ‘gaze,’ enabling an articulation of Indigenous views of research such as the importance of the axiological. It was noted that in the open-ended questionnaire and Indigenous circle the participants brought a diversity of knowledge to the foreground, from policing to community, spirituality, and the honouring of traditional beliefs and values. The participants demonstrated the significant shift that the organisation has made since the implementation
of recommendations prior to and following the Ipperwash enquiry. This shift further enhances the ARM approach, creating authentic values based on credibility and relevance (McArdle & Reason 2008). Relational thinking as well as Indigenous spirituality and culture were incorporated into the participants’ daily activities, and there was a significant understanding of marginalized communities and the requirement for clear, concise messaging and communication of values (Massingham, 2014).

Producing insider research is not a straightforward task. Whilst the researcher was a member of the organisation, — not being positioned in the same bureau raised issues regarding acceptance (Massingham 2014). In order for the research to proceed several steps occurred, including the negotiation and regulation of access to participants and material through four separate bureaus (Coughlan & Coghlan 2002). Ospina et al. (2004) also identify a number of similar experiences described during the paradox of participation. In relation to ‘power dynamics participants must authorise each other to contribute to the service of the group’ (Ospina et al., 2004, p. 49). During the research participants identified how the symbolic representation of any uniform may impose boundary judgements, whereby the sharing of information is perceived to be limited, based on lived experience and issues of trust.

Following the acceptance of the research and ethics proposal by the University I confirmed with my bureau that research would commence within the organisation. To gain permission from the bureau a presentation was delivered outlining the potential benefits of the research. The objective of the research was to test and implement the CIAM within the operating structure
of the Framework, which is ‘applicable to aboriginal and non-aboriginal issue-related conflict that relies heavily on informed dialogue, awareness of related historical and cultural factors and relationships’ (MAG, 2014, p. 4).

This process reflects the role of communication within critical incidents by Community and Diversity Officers (CaDO) in Thames Valley Police (Bhatti, 2008). In the UK the CaDO used the EEP and a form of CIA on a daily basis, producing weekly reports and analyses of incidents—which may have been responsible for raising community tension—as well as operational reports assessing the impact of a critical incident on a community. Advice issued by ACPO (2015) stressed that a CIAM was to be completed but did not give express instructions or guidance to completing a document. It was anticipated that through the research the CIAM model would be evaluated and improved, and the method that participants used would also be enhanced, resonating within the communities in which they are policing.

A final meeting was then scheduled with senior members of staff in the organisation, the same presentation was given and consent to research was agreed upon on the condition that the research did not impact the functioning of the section. Within seven days following the verbal confirmation, I received an email stating that the organisation was happy to assist with the research, pending a legal review of the research agreement. A further presentation was convened with legal counsel and the research agreement was submitted in July. Confirmation was received in late September in a process that took five months from the initial meeting to secure permission to engage in the research.
During the same timeframe individual agencies—the Australian Federal Police, the Danish National Police, Thames Valley Police (TVP in the UK), and the New Zealand National Police—were approached, provided with separate research proposals, and asked if they would consider engaging in the research. Initially all agencies expressed interest; however, the Australian and New Zealand police services were unable to locate an adequate internal sponsor and withdrew from the process. The Danish National Police, which had previously visited and worked with the organisation featuring the work of the participants in a Danish report (Liaison Team Shares Expertise with International Visitors, 2011), was unable to commit and sign the agreement. TVP was also approached and sent an agreement, which, however, was not returned; the contract with members of the senior management team, the diversity unit, and the individual officers of the research agreement was also not signed. Eventually, in the beginning of 2015, the research was concentrated on participants in Canada. Initial research had the potential scope to incorporate a number of Indigenous and complex multicultural environments.

3.6 Indigenous Research Method (IRM)

Research involving Indigenous communities has historically been used to support colonial practices, such as social control, exploitation of resources, or simply interpretation of perceived differences. Amongst scholars such as Smith (2012) and Kovach (2010) there is recognition on a historical level of how Indigenous communities have experienced research from the perspective of being researched and not being part of the research process.
In an effort to manage this framework Indigenous scholars have developed a methodology to address inconsistencies and inaccuracies present in research in order to assist nations, communities, families and individuals to benefit and develop as a result of the research process. The following section addresses how IRM was used in the research as a method to ensure appropriate management of expectations and relationships. Furthermore, through the research process the interconnectedness emerged in relation to ARM, intersubjectivity and SYST. The research findings underscored the inclusion of IRM as necessary to understand Indigenous ‘being’ using an intersubjective perspective. Many of the participants in the research worked directly with Indigenous communities and are of Aboriginal heritage.

There are many significant writers on the relationship between research and colonialism. Arguably two significant academics include Said (1979) and Smith (2012). With particular reference to the decolonizing of methodologies Smith argues in her introduction that

‘the collective memory of imperialism has been perpetuated through the ways in which knowledge about indigenous peoples was collected, classified and then represented in various ways back to the west, and then through the eyes of the west, back to those who have been colonized.’ (Smith, 2012, P. 1)

The potential exists to link policing behaviour to clearly defined colonial models disconnected from the policing of communities. This behaviour may be tacitly reproduced if not challenged appropriately. Therefore a commitment was made to exploring and resolving the Indigenous experience within the research. Specifically it was acknowledged that this research forms part of the volume of work exploring
not only the tension within research relationships, but also the potential use of the CIAM to review, grade, prioritise and communicate the consequences of policing Indigenous and vulnerable communities on a global level using specialised, contextually relevant tools. Of specific value in reviewing IRM and in discussing the research with elders in the community was the use of cultural protocol. Just as there are formal organisational and academic protocols such as research agreements and ethics submissions there are values and behaviours that are ‘an integral part of methodology. They are factors to be built into research explicitly, to be thought about reflexively, to be declared openly as part of the research design’ (Smith 2012, p. 15).

An example of incorporating this perspective into the research is my participation in a smudging ceremony prior to speaking at the conference in February of 2015. Wilson and Peters (2005) note that smudging is the burning of sacred medicines to cleanse physical, emotional and spiritual bodies. The ritual of cleansing the body is a core element in the spirituality and identity of Aboriginal peoples. In addition the principles of ethical research outlined in the 1993 Report on the Royal Commission on Aboriginal Peoples have been incorporated into the research design.

3.7 Data Collection Methods
Initially it was agreed with the organisation that participants and supervisors would voluntarily participate in the research. A direct invitation was also made to linked bureaus for participation. In line with the research agreement and invitation to participation, two invitations were declined. Participants were guaranteed anonymity within the research process, and it was
envisioned that such anonymity would assist in maintaining integrity of process.

Overall 34 participants agreed to take part in the online survey. The returns varied across the four questionnaires that were issued. This phase of the research focused on a mixed methods survey with quantitative and qualitative data. The first survey reached 34 officers, with 29 responding. The second survey included 37 invitations with 20 responses. There may be a potential explanation for a 43% drop in the response rate, as many officers would have taken leave during this period. The third survey was initiated in April of 2015. One individual had requested not to be involved any further; therefore 23 out of 36 responses were received (equating to a 64% response). The final invitation to respond to the questionnaire was sent in May, and received the lowest response rating, with 35 invitations and 15 responses. These numbers translate into 43% responding and 57% not responding. Overall the returns are slightly lower than expected, despite formal support from the organisation. Timing of the questionnaires may have been affected by three factors: weather, leave of absence, and abstraction from duties. Towards the end of the research period the organisation was redirecting its focus toward the Pan-American games. In order to provide support for this event the research period lasted from January to June, as reflected in the agreement.

Assessing the cohesiveness of the officers revealed that 43% of respondents had a part-time responsibility to the liaison team; 32% were full-time members; 21% worked with both a bureau and the liaison team; and the remaining 4% had other roles such as critical incident management.
Regarding the preparation of the CIAM the organisation nominated five areas for community impact assessment within the regions policed by the organisation. Participants involved in the use of the circle approach also participated in questionnaire responses.

3.8 Limitations and Reflections

Studying for the professional doctorate is a unique journey and much contemplation and reflection has been undertaken in relation to professional practice as a relevant personal and public discourse. The personal constitutes the subjective and objective reflection on action (Schön, 1983). The public in this context is viewed through the lens of employment and personal growth, providing a tangible indicator of external focus and the cause for much reflection. Learning from the work of Finlay (2002), I have developed the ability to incorporate new forms of practice into my current role, illustrating professional growth. The convergence of personal, professional and public streams have and continue to be developed through critical reflection on action. The foundation of a critical approach has enabled me to apply learning to personal development and a continual transformational journey.

Through reflection and progression towards the objective of writing this thesis, I have become aware of the skills that are required and need to be developed. The completion of assignments has helped to form a thorough grounding in the scope and consequences of research, both positively and negatively. Preparing and conducting advanced research within my organization enabled me to develop an understanding of action-based
research. This was especially apparent when considering how critical it was to have clear and effective guidelines for research and understanding the limitations of the participants. Observing the role of research within organisations has enabled me to fully appreciate and understand the benefits of quantitative and qualitative design from a mixed methods perspective. Negotiation has become part of objective research, balanced with the needs of the organization, and leading to a critical reflection on the issue of safeguarding.

An example of safeguarding occurred after the Advanced Research Method phase. After the completion of the assignment I had to carefully consider the implications of sharing tacit knowledge about the creation of CIAM. Although broad definitions that focus on a ‘knowing of practice’ (Schön, 1983, p. 8) emerged during the collation, analysis, and final reporting of the research, it is, as Finlay (2002) describes the critical analysis aspect, tacit knowledge. In this vein, I experienced a transition in my area of focus and a refocusing of my research. This is particularly noticeable in the development of a philosophical stance. During the research I began to notice the use of language in defining situations; in particular it was the acknowledgement of tacit, technical knowledge and the self-recognition of learning for the participant and the researcher. Simultaneously, I began to explore phenomenology to clarify the theoretical understanding of language as critical discourse. On reflection I noticed how language is used to enforce operational decision-making. During my critical reflection on participants’ remarks and input into a questionnaire, I developed a strong connection to the application of Husserl’s writing on intersubjectivity as expressed by
Duranti (2010). The importance was further underpinned when reading Gillespie and Cornish (2009), who provide a definition of intersubjectivity in the context of communication. Demonstrating how mutual awareness develops through understanding of agreement and/or disagreement—depending on the context, the realization of meaning behind opposing viewpoints—Duranti (2010) emphasises that intersubjectivity is a necessary and essential framework to organise, interpret and categorise social conditions.

It was this relational approach that enabled me to see the correlation between ‘western’ episteme and trends in IRM both in Canada and internationally. During the professional review and development (PRD) module I struggled with the notion of competencies. Referring to the assignment, I drew analogies to the writing of Ulrich (2010), who understood reflective practice as a transition beyond self-imposed boundaries, also evidenced in the ARM module. I was refining the analytical assessment of risk and threat within CIAM with an objective to develop an enhanced understanding of situational intelligence and the competencies that could be identified through the results of the research. Whilst this study was perhaps timely and relevant for the organization, it was only after completion that I experienced the removal of self-imposed boundary judgments. Engaging in self-reflection and reapplying the lessons of the PRD module and in particular the work of Scott (2004), I further developed professional and personal credibility by conducting research. Though I was interested in the analysis of risk and threat, after critical reflection I can observe that I needed to define
the credibility of my studies in relation to the research agreement formed with the organization.
4. Expressing Critical Incidents as Experienced, Evidenced, Potential

The results contained within this chapter are based on the analysis of data collected through confidential online questionnaires and interpretative phenomenological analysis of a circle held at the end of the six-month research period. The analysis is focused on improvements that can be made to the EEP model. The findings are extracted from the iterative research cycle; the objective was to enable participants to make suggestions and incorporate their alterations to better reflect their context. This approach was duplicated to create a CIA format adapted from the UK, and enhanced to meet the needs of participants and organisations in Ontario.

4.1 Critical Incidents

The conceptual thinking supporting CIM constructs a paradigm that positions tactical and strategic objectives in relation to managing complex situations or incidents of tension. As previously highlighted in the literature, there is no universal, standardised approach to managing CIM. The research revealed a contrast between approaches in the UK and Canada. Within the scope of the research it became apparent after the first iteration of the research cycle that there was some confusion around the concept of CIM. As previously noted, the UK uses a broad definition to capture the complexity of a critical incident, focusing on effective response and community confidence (ACPO, 2011, p. 6).

The UK definition serves to evaluate both the impact on community in terms of confidence and on the organisation in terms of management and reputation. Literature suggests the CIAM guides, processes and informs
operational decision-making with a view to increasing opportunity within a situation and providing the means to pivot actions based on appropriate timing to prevent escalation (Bhatti, 2008, ICOCO, 2010). As indicated in the literature review, the CIAM developed from inquiries into reviews of significant crime and public order events. The participants identified the policing of Indigenous issues relating to protest as a core component of their role and function. The Framework is crucial in offering “a guideline for police response to conflict and has applicability to both Aboriginal and non-Aboriginal issues related conflict. Its focus on negotiation and mediation applies to police-related matters during a conflict” (Parent 2014 citing OPP 2013, p. 11-13).

Participants were asked to comment on the definition of a critical incident (without knowing the source) to test their understanding and to determine if a process of renewal could be applied to the Framework definition. The table below provides an indication of the response:

Table 3 Critical incident definitions

<table>
<thead>
<tr>
<th>Definition</th>
<th>Source:</th>
<th>Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>A critical incident is defined as any incident where the effectiveness</td>
<td>United Kingdom</td>
<td>3.24</td>
</tr>
<tr>
<td>of the police response is likely to have a significant impact on the</td>
<td></td>
<td></td>
</tr>
<tr>
<td>confidence of the victim, their family and/or the community.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>At this stage, involved persons may have become increasingly frustrated</td>
<td>Aboriginal Critical Incident</td>
<td>2.57</td>
</tr>
<tr>
<td>that their issues have not been appropriately addressed. A range of</td>
<td>Framework (Ontario)</td>
<td></td>
</tr>
<tr>
<td>possibilities exists as to how the critical incident may evolve from</td>
<td></td>
<td></td>
</tr>
<tr>
<td>a passive to significantly affected incident.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
An incident that involves one or more appointees where death or serious injury of a person occurs associated with police contact, or damage to property occurs that results in significant impact on the community.

A critical incident is an interaction between police and people from a particular racial, ethnic or cultural community that results in tension and conflict, involves the use of physical force, and is likely to involve community leaders and groups.

<table>
<thead>
<tr>
<th>Definition</th>
<th>Source</th>
<th>Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>An incident that involves one or more appointees where death or serious</td>
<td>Australian Federal Police National Guidelines</td>
<td>2.33</td>
</tr>
<tr>
<td>injury of a person occurs associated with police contact, or damage to</td>
<td></td>
<td></td>
</tr>
<tr>
<td>property occurs that results in significant impact on the community.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>A critical incident is an interaction between police and people from a</td>
<td>Ottawa Police Service (Ontario)</td>
<td>1.86</td>
</tr>
<tr>
<td>particular racial, ethnic or cultural community that results in tension</td>
<td></td>
<td></td>
</tr>
<tr>
<td>and conflict, involves the use of physical force, and is likely to involve</td>
<td></td>
<td></td>
</tr>
<tr>
<td>community leaders and groups.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The results above used a rating average to score the preference of definitions by the participants, who were also encouraged to provide a definition of their own. The question was designed so as not to reveal the origins of each definition. The primacy of the UK definition may reflect the need to redefine the organisation’s current approach. One participant offered the suggestion that a new definition of ‘a critical incident involves a community who has experienced increased tension following an event, and police interaction is necessary to diffuse conflict and effectively ensure public safety.’

The definition above encapsulates and synthesises definitions in the table, simplifies the approach as a response to an event, recognises that police engagement is required, and prioritises the response, ensuring that public safety is paramount. This definition focuses less on the individual or family, highlighting how intervention is used to diffuse conflict and ensure public safety. There is also less of an emphasis on reputational risk experienced by the organisation.

The definition also suggests that the principles of monitoring and evaluation can be applied to more than one community and in a
standardised, strategic and tactical manner. Adopting the definition from the participants acknowledges the reciprocal nature of the research and from an ARM perspective transcends boundaries to enable front-line policing to directly engage with policy formation. In relation to the development of professional practice, the definition advances the framework forward from a SYST perspective, echoing the original work of Flanagan (1954), who suggests CIM is a technique used to direct individuals to solve practical problems based on direct observation.

### 4.2 Results of Experience within the Organisation

Beginning with a practical evaluation, participants were asked to comment on the accuracy of conveying the experience of the community; the effectiveness of communicating the experience; and the changes that they would make based on their assessment of the model. The research was collected in two phases. This involved the analysis of participant responses to the questionnaire, accompanied by the comments and discussion recorded in the circle. The results of the iterative ARM approach were then communicated to assist with drawing a conclusion on the most appropriate tension-monitoring method for the organisation.

All participants commented on the clarity of the CIAM in relation to its form and function. Substantiating this claim, several participants expressed that the process enabled them to ‘see the issues throughout the region.’ The ability to speak to this information supports and enhances operational decision-making through a three-fold approach. First, a document accessible to all promotes respect and dignity, opens discussion of incidents, improves
communication, and creates the opportunity for problem solving in relation to repeat incidents or new techniques that can be used to deescalate tension. Second, the introduction of an analytical model based on the grading system enables an accurate estimation of tension as expressed in the form of early warning indicators. Third, given the scope for analysis the data can be aggregated over time and successful strategies in one area of the province applied to similar situations elsewhere. One participant expressed the following: “the categories used are very clear and understandable, a very good measurement from the perspective of the community.”

There was also an alternative indication that there were too many categories, perhaps confusing the participants’ perspectives and paralysing the decision-making process. Abiding by the iterative approach, subsequent reports released on a weekly basis incorporated the additions suggested by all participants, accommodating requests and reducing the number of categories used from six to five without sacrificing analytical ability. To supplement the change further the researcher altered the ordinal sequence of assessment criteria, resulting in tension escalating upward from normal (1) to imminent (5). In the model proposed by ICOCO (2010) and used as part of Operation Element (NCTT from 2005-2012), the scale was reversed with six being normal and one as imminent. The decision to change the scale was based on the escalation of tension as opposed to a system potentially confused with de-escalation. Participants were asked what would improve police understanding of Experience, and the following themes emerged: accuracy of sourcing the information; links to open source information; and
the category of protest that is occurring as an indication as to whether the context is lawful or not.

The open-ended comments also focused on the use of language. A suggestion was made by a participant to adjust the language used to describe protest: “protest verbiage—lawful, peaceful, organised and supported—perhaps the same terms should be used.” This is a useful comment and highlights the importance of interpretation and analysis within the research role and the context of blending police methods from the UK and Canada. Additional changes in language were incorporated and presented in the final version applied to a contextual incident in chapter six.

Comments identified the need to establish the reliability and validity of information and source. It is important that information provided to the police is evaluated. Ideally the analytic role would corroborate information and provide a value-added perspective of reliability and validity. This particular comment addresses the key issue which separates community-based policing and intelligence-led policing. Bullock (2012) emphasises that whilst there are specific differences in the application of the model in the UK, with community-led policing being focused on addressing and tackling issues and intelligence-led policing being driven by the application of resources to target criminality, there is often an overlap between the two (an approach suggested as well by Maguire & John, 2006). As communities are considered repositories of information (Tilley 2008, p. 96) information gathered through engagement must be put through the intelligence cycle. This would assist with the grading of information and identify misinformation. Within the Experienced model the information gathered by
the participants from the community is processed through mental maps or heuristics and then reinterpreted from an intersubjective perspective. Accuracy of information is evaluated by the analyst providing an intersubjective interpretation of actionable information (intelligence). Evaluation obtained through a double-loop approach enabled the participant to choose an appropriate tactic. The first stage of the report fulfills the community policing and/or engagement aspect. The second stage of the report addresses the intelligence-led component by evaluating the information sources open to law enforcement through internal databases and record management systems to external systems such as Ministries of Education, Natural Resources, Corrections, and Indigenous Affairs. In addition, information contained within police databases may also be interrogated. Bullock (2012, p. 143) suggests that,

“The primary objective of developing analytic products is conceived in terms of disrupting offending through arresting offenders and enforcing the criminal law. As such, the products become constructed in terms of the temporal and spatial organization of crime problems along with information about the routines of offenders and detailed tactical decision-making is generally left to police officers.”

If the analytical product created as a result of ‘feeding the machine’ (referring to the intelligence apparatus) constricts the flow of information between the participants and community then this will be counterproductive. A flexible system must be introduced to manage the process and promote operational agility, where tactical decision-making is inclusive of both analyst and participant. A natural tension is identified in regard to this measure where participants requested “less information in data format and clear concepts that officers can understand and apply to front line policing” (participant). It is arguable that the EEP report is considered a
middle management briefing tool and the CIA would contain evaluated operational activities to be actioned on the front line. However, this point also illustrates how decision-making is informed by heuristics during the policing of tension, and directed by risk assessment during evaluation and planning.

As recognized by another participant there is significant application for the communication of risk and control measures identified in the CIA; the suggestion is that the Experienced section could include the question, “What are the needs in the community and what can officers assist with?” (Participant).

The application of Experienced to the Community Mobilization Model identified points of overlap within the Framework communicated by participants. As one participant noted, “The community is telling us where our resources are needed. This is where the Framework should be implemented and followed.” Another participant noted that it is “helpful to see an evaluation of each incident based upon the incident description.” This assists in corroborating participants’ assessment of risk, and supporting any advice given. A further statement identified that it is “good to have a system for monitoring changes over time.”

Several participants identified that the CIAM should be able to provide the participants with meaningful information that is actionable. This identified an issue of communication within the organisation whereby the current report is used as an operational briefing tool—meaning that the information aims to provide tactical and operational awareness. The research suggests that intervention strategies would be better placed in the CIA, which assesses a number of specific risks and presents control measures to intervene in a
course of action and to reduce tension. In general the Experienced section was well received, promoting the role of analytics, clarity of information and allocation of prioritised resources.

4.3 Results of Evidenced within the organisation

The second questionnaire issued in April 2015 evaluated the role of Evidenced within the EEP model. The Evidenced section provides the opportunity to broaden out the model by examining the potential sources that can be approached and included in the report. As indicated in response to Bullocks’ commentary, this component overlaps with the intelligence-led policing model (ILP). After the analysis has been presented there will be a short discussion applying the Evidenced section to a method of ILP. Popularized within the National Intelligence Model, ILP assists in determining the most effective resources that can be used to affect a situation. A diagram adapted from Ratcliff (2005) explores the application of the model adapted for use in relation to the Framework.

The analysis of the research suggests that information requires evaluation through the CIAM process. The person responsible conducts analysis of information through the CIAM, examining criminal and community
environments. The information and possible course of action (tactics, techniques or resolutions) is communicated to the decision maker. The decision maker reviews the events and early warning indicators and is responsible for making the decision on implementation based on analytical recommendations. The CIAM provides a defined uniform reporting system for the participants across a wide geographic area. The CIAM must be accessible via wireless devices using encrypted communication to reduce the time between the precursor event and the critical incident. The CIAM prevents information from being kept in siloes and can be stored centrally in an accessible repository that is searchable and from which reports can be drawn. The repository offers some flexibility to conduct comparative and longitudinal analysis, store successful tactics and provide the means for post-situational analysis.

To assist in post-situational analysis the ARM process identified the following themes as relevant to developing best practice: event description, strategies used, key messaging provided, numbers in attendance, crowd dynamics, volatility level, role/action taken, identifiers, names, cause, level of support. Post-situational analysis is a new area of direction identified in the research and is absent from ICOCO and ACPO literature.

The concern raised by the research at this point identifies that the organisation has not invested in developing a grading system that can provide an enhanced understanding of event precursors and indicators (Grabo, 2002), suggesting more information is required to confirm or disconfirm an event, protest or course of action. Comments referring to the classification of information using the organisation’s record management
system included the following: “If it is an ongoing issue the incident record allows a new member to get caught up in previous situations, people, concerns, etc. You get the whole picture, not just a clip of the event” (participant).

Referring to developing a potential list of indicators, one participant identified that the Framework should be used in this regard to highlight pre-conflict issues identified below (Parent 2014; MAG, 2014):

- real or perceived inequities in privilege or power within the community or between the community and contemporary society;
- an initiative or event being planned that could lead to conflict;
- high probability that an ongoing initiative or event could lead to conflict or crisis;
- words and images used to describe an initiative or event that could generate negative emotions, dissension, disagreement, or conflict;
- involved persons stating that if an initiative or event is not dealt with sensitively, a conflict or crisis will ensue.

When asked to reflect on factors that have increased tension the participants provided the following list that can be used as potential early warning indicators:

- evidence of lack of trust towards the police
- inaccurate or misleading media reporting
- underlying issues that may act as catalysts for concern (e.g. a boil water advisory)
- spreading of rumours
- influx of uniformed officers with no explanation
- lack of consultation
- communication failure

In line with the ARM approach the findings were incorporated as early warning indicators in the next iterative cycle of the research. Consequently in April a report would be sent to the participants based on their information, using a graded system to differentiate the level of tension. However some feedback presented frustration in
using a graded system. For example, one participant wrote: “Too many definitions: 4 definitions maximum. I have to keep going back to read the definitions of imminent, high, med, and low.”

In order to remain objective, and recognising Ospina et al. (2004) and the paradox created by participatory research, it was necessary to distinguish comment from frustration. Although the view expressed above was very much in the minority, all perspectives have to be included in the research. In creating a collaborative model to support operational decision-making, a balance had to be struck in determining what to remove and how to maintain analytic rigour. What emerged from the discussion was a feeling of the consequences should the information be wrong or misleading and affect intervention measures. It was also felt that the participants thought that they would have to complete the grading, which was really the role of the analyst. When asked this specific question, two opposing ideas were communicated. One participant argued that grading was the role of the analyst within the unit (noting that the role was currently vacant) and another felt that the regional coordinator was best placed to complete the report based on their knowledge and background. In completing the questionnaire, another participant commented,

“Who are we to judge if their views are polarized? I think you should just have a set of factors indicating turmoil—something basic. Your first phrase under ‘moderate high’ I do not understand. The rest I am okay with, although you could have ‘organizers have indicated intentions to protest.’ Under ‘high’ I’m not sure you need ‘community members becoming aggressive’; you could state ‘public are expressing safety concerns, community members actively preparing to take action’” (participant).

Although the researcher gained the sense that participants had not understood the model, the information communicated back to the researcher identified the difference in approaches to situational issues between policing in Canada and the UK. This is primarily communicated through the use of language, and the comment
indicates how conceptual understanding of risk is mapped onto the response. Thus aggressive community members are transformed into people expressing safety concerns, or actively preparing to take action. These are useful suggestions, as they also form the basis for developing further early warning indicators. When considering the higher levels of tension evident in the scale used in the UK, one participant also suggested that social media is a tool that may reveal further organizational solidarity at the community level.

4.4 Results of Potential within the organisation

Potential is an informed assessment influenced by the information presented in the experience and evidence sections of the report. Potential is both stored and kinetic energy, meaning that it is released when a catalyst is present (Bhatti, 2008). Through the anticipation of Potential, operational decision-making evaluates activity and future events to assist in determining the de-escalation and de-confliction process. Potential can also be notification of a planned protest or event by a community, or activity by the police, such as a high-profile speaker attending an event. In the past, Potential has often referred to significant incidents and historic events both at home and overseas.

The research began by providing the information above and then asking participants to comment on the text and add any material that might be missing. There were no additions to the EEP material; however, one individual mentioned the concept of ‘capability’. It is worth taking a moment to reflect on this comment, as Grabo (2002; 2010) underscores the importance of understanding and analysing capability over intention to inform early warning indicators. Capability
provides a natural indication of planning and logistical awareness, as well as encompasses the actual intention, in combination with a level of commitment.

Responding to the question of whether the Potential was included in the current form of assessment used by the organisation, 42% of participants stated that it was included, 25% stated that it was not included, and the remaining 33% were unsure. The comments section included a remark that placed the onus on the individual writing the report to substantiate the potentiality: “I believe the author of a report would identify if there is a possibility for an increase in activity or violence or any other event that may happen” (participant).

Placing the responsibility on the individual is problematic. The information in the EEP requires validation gained through testing reliability and credibility. As the current reporting mechanism is collated by supervisors in the field, if the EEP criteria are not regulated then the potential severity of an incident could be lost in the intersubjective-heuristic transference of information. As the information is upscaled to command (Kwa, 2012), the potential essence of the message can be lost as the information clashes with previously formed mental maps, where individuals unintentionally rule out feasible possibilities based on previous experience. This is a fundamental consideration in indicator analysis whereby “If individuals do not perceive and evaluate all new information objectively they may instead fit it into a previously held theory or conceptual pattern, or they may reject the information entirely as ‘not relevant’” (Grabo with Johnson 2010, p. 88).

Providing a structured approach to grading information instils some order in the anticipation of rising tension. In addition to the information above if there is sufficient concern or intuitive feeling that tension is increasing then the comparative
approach of weighing the three strands together will provide a holistic answer, perhaps lowering the possibility or targeting community engagement to fill a gap in information. Participants were also given the opportunity to comment on the status of evaluating the potential of an incident. Participants were asked to share the method that was currently used to evaluate potential, general remarks that included topics such as relationships with community members and stakeholders, life experience and the weekly report. Whilst commendable the comments did not offer a process or means to evaluate. The emphasis was placed on an intuitive feeling of the ebb and flow of tension. As identified in Terra and Passador, intuition ‘enables the simplified understanding of complex phenomena, inherent in the whole, from acknowledged phenomena’ (2015, p. 622). The intuitive approach was expressed by one participant as “common sense and knowing the community and the people. It’s not strategic planning; I observe, talk to the community, get a feel for their opinion and determine if things could escalate based on that. Communication is key!”

In this scenario we have engagement as the critical factor in determining tension. The engagement provides an intuitive form or heuristic to gauge the level of tension in relation to experience. An alternative perspective is provided below:

“Members have the experience and knowledge within the communities to assess if something has the potential to become a critical incident. This is when we apply the framework pre-incident and attempt to resolve it. All information is forwarded to intelligence and they do the analysis or threat assessment. This does not have an analyst for this work as it is just one of the many variables that need to be analysed in order to get the full picture. [Redacted] gathers information but does not do analysis” (participant).

In the response a process-driven response is evident, though subject to organizational boundaries. The participant acknowledged the experience of the team member and the role of applying the Framework to the community or the incident, as well as identified the lack of an analysis as a pivotal point of concern. The research
indicates that there is potentially an issue relating to interpretation of information without understanding context. This translates into a situation where external analysis may indirectly affect the ability of the decision maker, potentially impacting the community. Participants identified the need to appreciate the subtleties of context in relation to incident. More often than not, failure has occurred when there has been a delay in communicating the results of analysis. In analysing responses further, it becomes clear that the method presented in the Potential section relied on the use of a grading scale, from one where there are normal or acceptable levels of tension, through to 5 where there is a capacity for organisational or reputational damage alongside a significant impact on the community. In relation to the results the most significant range of respondents (from 43% to 57%) were satisfied with the wording used within the scale and no suggestions were offered as to alternatives. However, the comments that were made queried two crucial components: not fully understanding the “consequence of reputational or organisational impact,” and the existence of “too many words to describe the situation.”

5 Exploring the Community Impact Assessment Model

The second phase of the ARM delivered a series of CIA to each of the regions supported by the organization. A report was created by a participant and the researcher. The report encompassed a number of incidents ranging from a boil-water advisory, community tension between Indigenous and non-Indigenous groups, deer harvesting rights, and land claim protests. The information gathered from the participants was used to develop CIA that were passed through three iterative cycles. Each cycle represented an advance as a new format was adopted following feedback on previous models. Due to the ongoing nature of these incidents and privacy issues the organisation
requested that the actual information be withheld. However the methods used to generate the findings can be discussed, as they do not reveal the personal information of any of the participants or the communities that they are working with. Further, in the following chapter open source material is used to illustrate the method in the CIAM, exploring best practice, identifying the use of risk, evaluating the EEP model and incorporating a social media perspective.

This chapter includes a summary of the results taken from the questionnaire using descriptive statistics and thematic analysis in combination with IPA as described in the methodology. The previous chapter identified a need to examine the impact of social media and also position the CIAM in relation to the Mobilisation Engagement Model of Community Policing (commonly referred to as community mobilization). The most recent material published in the UK on the CIAM originates from the Scottish Police Service (2015) demonstrating how the preparation of an assessment is aligned with the national CIM. In common with the Framework approach a series of measures are identified to counter risk and are presented within the response plan. The overlap between the CIM and Framework identifies the effectiveness of preordained structures but does not take into account particular differences and idiosyncrasies that contribute to the unique nature of communities and conflict/tension.

Further research identified that Gwent Police (N.D.) produced a standard operating procedure that references the national template in a document that is not protectively marked. For the most part, the format of the template is similar to the final product that was co-constituted by the
participants and the research, containing the following categories:
background information, environmental scanning, consultation listing,
analysis section, risk assessment section, response, and post-event
management. The model will be unpacked in a case study examining
tension levels developed from research with the organisation.

As the research progressed three models were introduced to the
participants, the first prepared using an interactive Adobe form including
drop-down menus, a second using Microsoft Word, and a final version using
Microsoft Excel (both of the latter used a standard template
design). Additions and changes were made according to feedback from the
participants and the versions were discussed in the circle when the research
was closed. A draft standard operating procedure was provided to the
organisation once the review of the thesis had been completed.

5.1 Results from the questionnaire

Ostensibly there is significant recognition that the CIA model is founded and
dependent on an effective understanding of risk. Appreciation of risk is
transferable from the individual to the community to operational decision
makers. To gauge participants’ understanding a response was required to
best describe their view of risk.

The definition of risk that is being used here is drawn from ISO 31000
(2009) on the ‘effect of uncertainty on objectives.’ The table is based on the
work of Pullan and Murray-Webster (2011) and their examination of risk
appetite as a driver of internal decision-making. The table below describes
the impact on the organisational perspective clarifying the normative
framework of participant behaviour in relation to risk acceptance or tolerance (Hillson, 2012).

Table 4. Applying risk

<table>
<thead>
<tr>
<th>Term</th>
<th>Answer</th>
<th>Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Risk Averse</td>
<td>Uncomfortable with uncertainty, desire to avoid or reduce threats and exploit opportunities to remove uncertainty. Would be unhappy with an uncertain outcome.</td>
<td>47%</td>
</tr>
<tr>
<td>Risk Seeking</td>
<td>Uncomfortable with uncertainty in the long term so prepared to take whatever short-term actions are necessary to deliver a certain long-term outcome.</td>
<td>26%</td>
</tr>
<tr>
<td>Risk Tolerant</td>
<td>Tolerant of uncertainty, no strong desire to respond to threats or opportunities in any way. Could tolerate an uncertain outcome if necessary.</td>
<td>16%</td>
</tr>
<tr>
<td>Risk Neutral</td>
<td>Comfortable with uncertainty, no desire to avoid or reduce threats or to exploit opportunities to remove uncertainty. Would be happy with an uncertain outcome.</td>
<td>11%</td>
</tr>
</tbody>
</table>

Of the participants that completed the questionnaire the majority were motivated by concerns to make situations more certain. The second largest group is comfortable with the level of risk; those people who are risk averse are motivated by making a situation more certain, while risk seekers are comfortable with the level of risk and are focused on long-term objectives. A core function of the CIA is to assess the level of risk. Understanding the appetite for risk can influence the following objectives (Hillson, 2012, p. 1):

- To support strategy-setting, leading to a balanced risk profile and identification of which risks to avoid and which to take;
- To support effective management of risk, by ensuring that risk management resources are allocated optimally, and fostering a risk-aware culture across the organisation;
- To set appropriate boundaries for risk-taking, by motivating decision-makers to make better and more consistent decisions;
- To maximise stakeholder value, by enhancing organisational performance and delivery.

Participants responding to the questionnaire also commented on the design of the document, as recorded within the ARM process, and which
satisfied the criteria associated within IRM, where the design of a reciprocal instrument will provide community benefit. In common with the approach adopted in the UK, participants expressed the view that the document should include the following sections: tension indicators, a security/protection level, summary and location of the incident, the most recent EEP grading, advice from the participants, impact factors, risk control, and community/operational strategy. Less concern was directed toward the distribution segment of the document and it was noted that the authorizing officer’s name should be at the top of the document.

5.2 Results from the circle – ‘You have to write it in crayon’

The IPA data analysis allowed for an in-depth assessment of the validity of the CIA model from the perspective of seven participants. The circle evolved from a study of Indigenous research methods and enabled a deeper discussion of the themes emerging from the research. Interested participants were invited to attend and the organization brought in members of staff who travelled to attend and have their voices heard. To guide the discussion the researcher initiated several prompts for areas of discussion, focusing on the EEP model and the CIA. Supplementing this approach throughout the research period were several other themes that often appeared in the discussion: the ability to provide analysis; the rapid growth in the use of social media; the impact of key messaging; and finally, the application of community mobilization within Indigenous communities. The following results will follow a similar format beginning with the CIA, analysis, social media and community mobilization.
During the circle the CIAM model was distributed among the participants. Despite the questionnaire indicating a favourable response to the inclusion of EEP within the body of the document, individuals commented that there was some confusion as to the terminology, which led to a lack of clarity and knowledge transfer (from context to resolution). Despite the fact that new systems can be potentially challenging, there was evidence of Ospina et al.’s paradox of participation (2004), where participants engage with the research but may lack the necessary tools to apply the research, or where the researcher overestimates their role. This paradox was expressed by one participant as “that was my feedback when I was looking at this. I found it confusing. I kept having to go back and look at the definitions—what does that mean again?”

Interpreting the comments further revealed that the EEP model could not simply be transferred from the UK to Canada. The simple act of transference can be seen as an example of the imposition of cultural knowledge, similar to concepts supporting colonialism. Consequently the grading system was redesigned to reflect comments and suggestions.

Analysis of data also examined several overlapping themes linking the CIA with analysis. The participants suggested that simplification provided the speed that operational requirements needed; at this point the participants were making an assumption as to the level of depth and detail that incident commanders would expect. Situations involving the participants are often complex and supported by unseen links to historic issues that have benchmarked the expectations of communities, particularly Indigenous communities. As this conversation progressed, despite the value,
attractiveness and usefulness of the document, the discussion focussed on issues relating to personnel, timing and resources. From the researcher’s perspective there was an undertone of resistance to acknowledging the benefit of volunteering for the task, which coincidentally was not the purpose of the meeting. The following excerpt from the transcription situates the above comments in context:

P-x Going back to the Community Impact Assessment Model, I do find value in this: as I was going about reading it I was like, “Okay, who is going to do this?”

Like, this is similar to the feedback on the ground: I know how busy you are and in some of our discussion it was like, “Who pulls this together?”

P-y It can’t be us.

P-x Right, it just won’t happen. The intent is that the would do this? I can tell you it will just not happen.

P-y The information can come from someone like us.

Group Murmurings, “or the new Sergeant/Analyst?”

P-w Frankly, how this would be useful for me would be if somebody else put it together—compiled from our updates—and then I could use that for my plan or for a briefing note for my commander.

A great deal of the discussion focused on general process and function within the organisation such as the flow of information during the command of critical incidents. It was interesting to note the interaction between members of the group, as it allowed them to form an intersubjective bond. When discussing the positive aspects of the CIAM each participant constructed their own intersubjective understanding of key points and developed them further, which assisted in revealing the scope and purpose, as well as established the positionality of the document in relation to the development and application of the product:
I am not sure about the first one but this one reads easier; my thoughts on this one too, a specific incident is going to your regional report (CIA). It's specific going to your region's report… but for the weekly report it is too much; the condensed version which is nice to have for your files and analysis, I like it, especially with the responsibility part, who's the lead and stuff.

I agree it's a nice synopsis and history of everything that has gone on.

Which we do not have a lot of the time.

In our organisation this would be done as a threat assessment and this would be done by [redacted] and is specific for an incident. [redacted] contributes to that threat assessment, co-ordinates the information and compiles the report and then sends the information, a high-level report, to just the incident commander.

Does this incorporate the needs of the community?

I don't think that it does as much. (faintly in the background)

I don't think that it is captured there. So you are talking about the risk to the community: If there is an analysis piece that says, “If this happens then this.”

It is just an interesting point. You can use this for the direction and benefit of the community; you can have a very transparent process. You can give it to parties and say, “Look, we are just not in a position to be able to do this but we think that you have the resources—which comes back to community mobilization—can have an effect this way. Threat assessments can focus on the impacts or policing, whereas this examines what the overall community impacts are.

The CIAM supports the role of community intelligence in completing reports and assessments. As the research progressed the analysis indicated that in order to write effective CIA, training was required to develop accurate intervention strategies that included key messaging (as communication) and community mobilization.

Responses to the effectiveness of the community mobilization model were mixed. Participants in the circle noted that resourcing was a significant issue alongside the axiological concept held in high regard within Indigenous
traditions. On an individual level, participants expressed frustration with a lack of resources and a lack of representation of Indigenous strategies within the community mobilization model. In terms of positionality, the views expressed reflected and were filtered through role, rank, gender, experience of Indigenous policing, and cultural heritage. In general terms there was a criticism of the organisational approach where mobilization was potentially being imposed on communities lacking resources:

P-t The mobilisation model is based on a network of resources that might be already in play in certain First Nations (FN) communities; those resources just aren’t there. This is the first premise of why it wouldn’t fly, in the north and in the southern places too. If they do exist then maybe they are not culture-friendly but based on colonial systems.

Group Agreement made but comment is unidentifiable.

What is culture-friendly?

P-t Well, they are based on colonial structures. Meaning that the whole premise of what we are supposed to be working towards is the encouraging of First Nations to go back to their grounded spirituality in order to deal with past issues. Why would we introduce them to systems that are not based on their culture?

The community mobilization model identified several other overlapping themes, such as the concept that Indigenous communities are heterogeneous as opposed to homogeneous, and that there are differences between community governance structures based on traditional and elected councils. A participant revealed positionality and spoke of the community mobilization model from their Haudenosaunee (Mohawk) experience. From an IRM perspective the comment identified the relational aspect of being, and the concept of responsibility as acting purposefully; in addition the comment focused on what was reciprocal, emphasising that something should be given back to the community in terms of a working product that is fit for its purpose:
I'll take that point further: the diversity of First Nations (FN) is also key. FN communities in Ontario, I think that I can speak for FN communities in Ontario and the diversity between the governance system within confederacy council (traditional councils) and then the elected council system. Some of this would be absorbed by the elected council system. But because of the teaching and traditions, in my opinion this would be a hard sell for confederacy or traditional councils. The main factor is because one doesn't recognise the other one.

This experience was not an individual occurrence. Another participant identified similar themes of responsibility and engagement, which are hampered by the complexity of policing environments in remote locations. The governance issues are widespread. An interpretation of the following comment made by a participant highlighted the need for improved relationships on the ground between the police and the local Chief and Council. It was suggested that there is no uniform acceptance of the functionality of mobilization, as the issues facing Indigenous communities and perhaps new and emerging communities are both complex and diverse:

Depending on where you are in the north, logistics is a huge issue, right (?), a huge issue, but if there is no buy-in from Chief and Council, we have great relations with some and not others, but, talking about FN communities as a whole, that becomes very complicated, cause look at the other services. FN services I am not sure if they are doing OMEMCP (mobilization) at all.

This comment provides an avenue to explore two separate issues in terms of leadership and community engagement. Aboriginal Corrections Policy Unit’s report on the community mobilization of Indigenous communities places significant emphasis on mobilization, citing it as a cultural value (2009). Despite feeling some concern as to the mobilization model, participants in the questionnaire provided the response below:
Table 5. First nation’s mobilization

<table>
<thead>
<tr>
<th>Community mobilization is a cultural value for the First Nations people, creating balance, equality and holistic approaches to support the community.</th>
<th>Not Very Accurate</th>
<th>Not Accurate</th>
<th>Undecided</th>
<th>Accurate</th>
<th>Very Accurate</th>
</tr>
</thead>
<tbody>
<tr>
<td>7%</td>
<td>7%</td>
<td>22%</td>
<td>57%</td>
<td>7%</td>
<td>7%</td>
</tr>
</tbody>
</table>

In the open comment section, comments stood out that ran contrary to the suggestion made in the report that in order for mobilization to be successful a community mobilizer must be present in the community for an extended period of time, empowering individuals and earning trust (Aboriginal Corrections Policy Unit, 2009). Additionally an approach was identified advocating holistic (IRM) thinking as a means to understanding complexity (SYST). Comments made by participants identified that at the time of the research they were not aware of any community mobilization occurring within Indigenous communities; in addition a very honest comment, which is perhaps reflective of the policing experience, identified that “communities are so dysfunctional, they are incapable of mobilizing each other to help their community improve; no one likes to talk about that but this is the reality” (participant).

The community mobilization strategy for 2015 placed an emphasis on the police as active leaders in the role of identifying issues and encouraging stakeholders to meet and plan a response in a situational meeting. Based on the assessment made by Aboriginal Corrections Policy unit (2009), participants were asked to consider how much control is given to Indigenous communities in setting the community dialogue agenda to resolve the issue.
Table 6. Owning issues

<table>
<thead>
<tr>
<th></th>
<th>Ownership by the Organisation</th>
<th>50/50</th>
<th>Ownership by the Indigenous community</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the ‘issue’</td>
<td>15%</td>
<td>39%</td>
<td>46%</td>
</tr>
<tr>
<td>Control of the ‘issue’</td>
<td>23%</td>
<td>54%</td>
<td>23%</td>
</tr>
<tr>
<td>Access to the ‘issue’</td>
<td>23%</td>
<td>54%</td>
<td>23%</td>
</tr>
<tr>
<td>Possession of the ‘issue’</td>
<td>31%</td>
<td>46%</td>
<td>23%</td>
</tr>
</tbody>
</table>

This response strikes a balance for the majority of communities, and creates the space for dialogue. As will be demonstrated in the following chapter, this is a necessary skillset for developing intervention strategies within the CIA model. Interestingly, the open source comment section highlighted some of the frustration when the issues remain unresolved:

“FN have a key role in taking ownership of the issue and identifying the issue in their community but beyond that...they expect everyone else to do the work. They lack leadership and commitment to maintain momentum. Without outside assistance it does not work. Not all communities are cultural and do not follow tradition. It is outside agencies whom try to reintroduce tradition. We expect them to follow these ways because they are native but this is not how they operate and everyone gets disappointed with the result. FN community members need to take ownership of their communities and they don’t” (participant).

Data analysis of the sample contained in the questionnaire suggested that participants needed to receive extended training in several areas of community-focused development, and demonstrated training in the following areas:
Table 7. Trained participants

<table>
<thead>
<tr>
<th>Answer provided</th>
<th>Percentage of trained participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community dialogue techniques</td>
<td>33%</td>
</tr>
<tr>
<td>Community engagement techniques</td>
<td>50%</td>
</tr>
<tr>
<td>Conflict analysis</td>
<td>33%</td>
</tr>
<tr>
<td>Using social media and the Internet</td>
<td>33%</td>
</tr>
<tr>
<td>Building community resilience</td>
<td>25%</td>
</tr>
</tbody>
</table>

Awareness of and confidence in the five themes contained in the table above are essential to completing a comprehensive CIAM. If the CIAM is to provide a heightened situational awareness, the model must be able to provide the organization with a surge of situational awareness. A core component of the surge lies in adopting strategies to develop resilience within communities. Participants tacitly suggested that part of their role was to contribute to developing resilient communities through the reassertion of cultural heritage, Indigenous language and spirituality. To clarify understanding the participants were asked to apply a definition to resilience when a community is facing adversity:

Table 8. Defining resilience

<table>
<thead>
<tr>
<th>Definition</th>
<th>Ranking</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community resilience is the capability to anticipate risk, limit impact and bounce back rapidly through survival, adaptability, evolution and growth in the face of turbulent change.</td>
<td>3.36</td>
</tr>
<tr>
<td>Communities and individuals harnessing local resources and expertise to help themselves in an emergency, in a way that complements the response of the emergency services.</td>
<td>2.45</td>
</tr>
<tr>
<td>The capacity of a system, community or society potentially exposed to hazards to adapt by resisting or changing in order to reach and maintain an acceptable level of functioning and structure.</td>
<td>2.18</td>
</tr>
<tr>
<td>The capacity to adapt existing resources and skills to new systems and operating conditions.</td>
<td>2.0</td>
</tr>
</tbody>
</table>

The first definition is used by Pfefferbaum and Van Horn (2015) in an article that examines interventions to enhance community resilience. Developing an intervention using participatory action-oriented
processes, Pfefferbaum et al. identified that a community assessment (2015, p. 239) provided the means to include participant information in terms of locality, relationships and networks in combination with risk assessment that can be provided by organizations. This approach provides an aperture to focus response in a directed approach to sharpen understanding of issues, context and consequence.

The participants view themselves as key components in this approach of protection, prevention and response; however, we have yet to determine if the process has been identified in the community mobilization method. In relation to the CIAM, the success of intervention measures would be improved if resiliency issues are considered, designed and implemented. Communities advancing the Resilience Toolkit (CART in Pfefferbaum et al., 2013) have a potential tool to add to the organization’s process.

The second definition is developed from the UK’s ‘Strategic national framework on community resilience’ (2011). A key approach in the UK delivery model relies on a community taking responsibility for their resilience and recovery, which may also involve challenging local service providers. The concept of responsibility is reflected in the definition; however, in the case of the UK a national risk bank assists in prioritising factors that may affect communities. The report also acknowledges that ‘consultation has shown that social capital built through community resilience creates wider benefits for the community’ (2011, p. 11). It is evident that a sophisticated response is required and can be achieved to support community mobilization if Indigenous communities are engaged as co-leaders in the process.
The third definition focuses on the system and stems from a United Nations document on disaster reduction. The UN document discusses how capacity of the system is determined by the ability of the community to learn from previous incidents. This is particularly important in Indigenous communities as the relational component identifies a holistic approach to resilience issues across a range of issues, including environmental, food, water and habitat security. A core concern for Indigenous communities in a developed nation such as Canada is the issue of boil-water advisories. An advisory means that a community has to boil the water before it is consumed for washing, drinking and preparing food. There are 93 communities under boil-water advisories (Justin Trudeau vows to end First Nations reserve boil-water advisories within 5 years, CBC), which can exist for a number of reasons, including faulty equipment or environmental hazards. In one extreme case, a Northern Ontario Indigenous reserve has been under an advisory for more than 20 years. In addressing this issue, Indigenous groups often cite the United Nations Declaration of the Rights of Indigenous Peoples (UNDRIP, Article 21, 1 & 2) in relation to the health and development of Indigenous communities.

The last definition (Comfort, 1999) as cited by Lucini, 2014) provides an organisational approach. Each definition overlaps with four common themes identified by Garbino (1992 as cited by Lunici, 2014). Each of the four indicators provides a direct link to IRM, in the form of reciprocity and empowerment, ARM, social and organizational change, and SYST, which emphasises the holism of complex systems and recognizes their fragility and
strength. Garbino et al. (1992 as cited by Lunici, 2014, p. 42) suggest that resilient communities speak to:

- The presence of deep and rich formal and informal relationships;
- Social and educational services;
- Cultural proposals;
- Equilibrium between ‘man’ and nature.

The methods adopted in researching provided a meaningful and appropriate medium to analyse the research. The iterative cycle approach involving questionnaires and corresponding products produced a new model of the CIA, which is presented in the following chapter using ‘open source material’. The enhanced model provides a framework that can be used with Indigenous and non-Indigenous communities to assess levels of tension in combination with developing resilience through a community mobilization model.

The section on risk identified where existing behaviour and practice is located, where short-term results are driving longer-term pre-planned goals. Acknowledging risk in the CIA model will provide a distinct and useful product. The honest assessment provided within the CIA process by participants has laid the foundation for a future model with broader applicability than before, and with increased capability to monitor situations of tension and as well as provide tactical and strategic-focused interventions to restore levels of normality.

The discussion of the merits and inconsistencies in the community mobilization model highlighted strengths and weaknesses. The discussion supported a number of key facets that are underpinned in the UNDRIP. In order to transition to a holistic paradigm it was necessary to engage the
participants freely, and to provide a contextual evaluation of their feelings and expression in addition to using the IPA method to reveal their lived experiences whilst respecting their personal and professional views. The following chapter provides a breakdown of several techniques that are used to develop situational awareness, which emerged from the discussion with participants. The CIAM focuses on a core Indigenous issue in Northern Ontario and is developed from open source information.
6 Mapping Leverage Points

This chapter focuses on an application of the research using an open source example to replicate the actual process of completing a CIAM. The open source information has been retrieved from the Internet and explores tension between members of the Asubpeeschoseewagong First Nation (more commonly known as Grassy Narrows, an Objibway First Nation in Northern Ontario) and a rail company. The actual event centered on a proposed water ceremony involving members of the community concerned over spillage of toxins from recent and historic rail accidents in Northern Ontario. The chapter will provide an examination and application of the openness of the enhanced EEP model, reflecting the changes suggested in the questionnaire and circle. To further deepen understanding, the decision-making tools were also delineated in order to provide a clear explanation of the process driving the EEP. The process has in the past faced some criticism for being a subjective account and therefore confused by the inherent bias of the writer. Through the exploration of heuristic analysis and development of an understanding of analogies the decision-making process will be clarified. Previously agencies including ICOCO (2010) have not explained the heuristic and analogy process. Previous guides have only indicated when a CIAM should be completed, paying superficial attention to why and how. This has led to further misconceptions surrounding the accuracy involved in preparing the CIAM, which will be rebalanced in the following analysis. An explanation will be provided as to how decision-making can be improved using the EEP to inform the CIAM. In order to engage in a full discussion the role of risk analysis is also evaluated.
As a consequence of the research thus far, the second section will examine how the CIA can be applied in this context, incorporating the human security paradigm. Following the interpretation of information gained from the research study, the model chosen by the participants will be used to demonstrate community mobilization techniques within a human security paradigm. Developing the paradigm further, a new resource developed from human terrain mapping will assist in determining and shaping the priority of responding to incidents. This section will examine a risk prioritization model that originates within the security paradigm and can play an important role in prioritizing human security concerns.

The final section will provide a final overview of the CIAM in the context of systems thinking contextualized within conflict analysis and peace building. During the circle discussion a unique model emerged from the interaction with the participants, which is used to introduce the notion of competing priorities. Consequently a further model has been adapted from military vulnerability assessment methods to assist in prioritizing incidents when resources are scarce or affected by geography and weather.

The summation of the material in this chapter provides the grounds to assess a significant shift in the paradigm of CIAM whereby the process used to provide assessment within the organization was enhanced. The enhancement began with a movement towards applying a graded approach within the EEP. This ensured that analysis occurred at every stage in the feedback and report writing process, and benefited from a collaborative-networked approach. The introduction of a prioritization process focusing on multiple outcomes is recorded through a multi-criteria risk selection tool,
enabling potentially serious incidents to be triaged and managed according to geographical, logistical and human security lenses. The system can be applied through the community mobilization model using IRM methods.

6.1 Heuristics and the decision-making process

“Decision making in a crisis is not a static single choice. Rather it is a dynamic decision problem requiring the policy maker to make sequentially risky choices in a rapidly evolving and complex environment.” Kwa (2012)

The quotation above summarizes the issues involved in a crisis from the perspective of the policy or decision maker. In actuality, the examination of the decision-making process used by the participants demonstrated increased complexity when communicating levels of risk across the EEP model. Inversely the complexity of the condition was reduced as the communication flowed upwards from the participant working with the community through to the coordinator, the analyst, and then the team lead who communicates the level of concern to operational decision makers. At each stage of the decision-making process the information is codified in line with operating procedures, installing boundaries supporting judgments which require negotiation to be removed. As information is increasingly layered with new potential consequences, there is a potential for bias to affect judgement as the ‘upscaling’ (Kwa, 2012) of intelligence results in the simplification of the message and the possibility of severity to be unwittingly overlooked. Consequently the findings of this research suggest that the CIAM enables a transparent review of the heuristic models and decision-making, and assists in determining accountability whilst providing an audit trail.
Heuristics have had an immense influence on decision-making processes. Gigerenzer and Gaismaier (2011) identify that a heuristic assesses a target attribute by another property. In this research the heuristic is based on a model-resembling cues. The cues in the process enabled participants to transcend a system where there was no form of grading through to a framework of cues allowing participants to gain a foothold in the analysis of information they are receiving and to convey their perspective to operational decision makers. This can be achieved if the focus is maintained on the recognition heuristic. Participants were shown how to draw inferences from ‘systematic patterns of existing and missing knowledge’ (Pachur and Hertwig, 2006, p. 983). Essentially Gigerenzer and Kruglanski (2011, p. 98) describe how the heuristic is determined by the ‘if (cue) then (judgement)’ formula. In practical terms the following example can be used:

Table 9. Cue judgements

<table>
<thead>
<tr>
<th>Experienced – information communicated by members of the community</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Normal</strong></td>
</tr>
<tr>
<td><strong>Moderate</strong></td>
</tr>
</tbody>
</table>

If the decision maker is involved in a discussion with a member of the community and is alerted to more than one issue being raised by the community, and if there is increased social media and fear of crime, then the cue response moves from normal to moderate. The rationale for using this model is to enable the decision maker to form an opinion of a situation without using a complex algorithm. The principle benefit is that the system can be deployed and used at every level within the organization regardless of
the situation or individual involved. Equally, the system can also be verified by members of the community.

It is also worth mentioning that the use of analogies is present in the decision-making structure. Analogy assists in generating insight and formulating possible solutions; as a consequence the answer is not necessarily certain but reflects a degree of probability and likelihood based on the ‘phenomenological evidence and the raw materials for the logical-deductive process’ (Terra & Passador 2015, p. 622). The table below demonstrates the following analogy and application of rules based on this scenario: ‘Members of the community are discussing two issues and are considering a lawful peaceful protest with a traditional water ceremony.’ How is the decision made to differentiate between normal, moderate and increased? The method conducted is based on the recognition heuristic; the analogies can be mapped out below.
Table 10. EEP and cue judgements

<table>
<thead>
<tr>
<th>Tension Indicator</th>
<th>Analogy Criteria</th>
<th>Recognition Heuristic</th>
<th>Non Compensatory inference</th>
</tr>
</thead>
<tbody>
<tr>
<td>Normal</td>
<td>Discussion related to a single issue, engaged with police, low social media, no increase in levels of fear and crime.</td>
<td>Negative</td>
<td>Zero count</td>
</tr>
<tr>
<td>Moderate</td>
<td>Discussion linked to multiple issues, engaged with police, comments on social media, increased level of localized concern with fear of crime increasing.</td>
<td>Positive, Negative</td>
<td>Two positives but does not account for escalation of tension</td>
</tr>
<tr>
<td>Increased</td>
<td>Discussion linked to local, regional and historic issues, polarized engagement with police, public statements being made by community members, commentary on social media widespread, fear of crime measurably increased, potential for protest, planning occurring for non-confrontational protest.</td>
<td>Positive, Negative</td>
<td>Four Positive Connectors</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Multiple, No engagement with police, Social media</td>
<td>This choice is selected.</td>
</tr>
</tbody>
</table>

As indicated in the table above the most appropriate tool is selected to inform decision-making. Within the delineation of the recognition heuristic above it is possible to draw an inference from systematic patterns in information that is present and not present. For the heuristic to be effective it must be ‘domain specific’ (Pachur & Hertwig, 2006) and correlated with specific criteria that was reviewed by the participants. Including the positive and negative relationships in the model (Campbell, 2011) the non-
compensatory indicators can be applied to show why the criteria were
chosen (Pachur & Hertwig, 2006, p. 996), meaning that if one object is
recognized and the other is not, then the inference can be locked in.

In addition to the flow of information above, Gigerenzer and Kruglanski
(2011) identify several common principles that support decision-
making. The values include the acquiring of rules to support the recognition
heuristic, including the following four areas:

- Experience: individuals associate specific cues with specific states of
  affairs.
- Social development: distinguishing domains and applying types of
  knowledge.
- Source rule: Osman (2004) suggests larger improvements of
  performance are the result of clarifying the task requirements.
- Acculturation: rules are learned via socialization.

This links closely to Pachur and Marinello’s (2013) study on the
modeling of decision strategies: their work is directly applicable to the
research and also demonstrates the potential role that intersubjectivity plays
in determining how large amounts of information are processed quickly and
efficiently (Kahneman 2011, p. 458). In the study Pachur and Marinello
(2013) found that experts were able to demonstrate greater pattern matching
than novices who processed information in a piecemeal fashion. A
suggestion was made that experts consider less information than novices at
a given task as they have distinguished what is relevant from the irrelevant
(Shanteau, 1992 as cited by Pachur and Marinello, 2013), whereas novices
use simple strategies that employees cue as hierarchies and stop rules to
lead to non-compensatory decisions (Garcia & Dhani, 2004). The application
of the EEP model enables the novice to reach the same conclusion as an
experienced individual, with the difference being communicated within the participant or analytical comment section. Pachur and Marinello also noted that ‘there was a considerable informal knowledge exchange and subjective experience amongst the officers in their study’ (2013, p. 102).

The research suggests that the informal knowledge exchange also occurs with the participants in the study and is a result of an intersubjective process governed by the experience of more senior participants who have the enhanced knowledge of the Framework model. It is essential to consider this prior to examining a case study, as selecting the rule reveals the potential attention that is being paid to the situation and motivation of the individuals, and as the decision to select a rule that results in a better outcome may be affected by personal or group bias (referred to as ecological rationality by Gigerenzer & Kruglanski, 2011). Addressing the belief bias must occur during a training phase and is also a factor in intersubjective discussion about the meaning that a participant asserts when choosing the rule to use.

The following section applies the EEP model to a lived experience in Grassy Narrows First Nation territory. Subsequent to the research agreement with the organization it was determined that using an open source example would not involving complicating matters which included freedom of information requests and gaining consent from outside parties.

6.2 Evidenced, Experienced and Potential – Enhanced

Following the application of the recognition heuristic using an analogy, a brief case study is presented below to clarify the EEP. In line with requests
from the participants and the need for situational intelligence (Innes and Roberts, 2011), a social media component has been added to enhance the EEP model. Whilst the analogies in the social media table reflect the needs, comments and observations of the participants, the table was not developed until after the questionnaire period and has not been validated or critiqued by the participants.

One aspect that the use of social media has uncovered is the relationship between immediacy, reflecting the temporal nature of social media, and access to information, as well as the requirements of the participants to act on accurate information. There is a link here to King and Waddington (2005) and others who suggest that situational intelligence has to accommodate and provide understanding of the ‘flash-bang’ effect. A useful analogy in this scenario is a thunderstorm. Once the lightning flash is seen, counting the space between the flash and the thunder will give an approximation of the distance between the two. Arguably in the flash-bang scenario the distance from the flash to the bang provides the police with the means to interpret and develop accurate understanding of the community’s experience and to compare the ‘feeling’ to the evidence, cross-referenced with social media and explained through a predictive potential component. Consequently the escalation of an incident to a critical level is determined when tension reaches a moderate level a threshold of three across the EESP, resulting in the initiation of the CIA. Using the EESP model provides a continuous update on the thunderstorm, which, providing the barometer is being monitored, enables the monitor to determine how best to prepare or respond to events.
For Midgley et al. (2014) the effective organization thrives on accurate communication, as expressed in the viable system model. Prior to the testing of the EESP model the participants were unfamiliar with the use of heuristics and grading systems. A synopsis of an incident was provided to the analyst who completed a weekly report. Planning for incidents was articulated through an assessment, but this did not overtly consider the impact of policing decisions on the community. In order for the participants to continue to develop a viable system model the heuristic process must be embraced, requiring the following functions (Midgley, 2014 citing Beer, 1985):

- **Operations** - provision of products or services that address particular needs in the organization's environment
- **Coordination** - ensuring that the operational units work together and communicate effectively
- **Support & Control** - especially with regard to distributing resources, providing training, gathering and distributing information about quality, etc.
- **Intelligence** - forecasting of future needs, opportunities, and threats. This involves a comparison between the external requirements placed upon the organization and its internal capacity
- **Policymaking** - setting long-term goals and objectives, and maintaining the identity of the organization

The enhanced model establishes the importance of boundary thinking. Hauss (2015, p. 17) suggests that the mental maps created by the heuristic help to envision the environment, and provide the opportunity to filter the known from the unknown; however, limitations exist in understanding the holistic context when responses remain compartmentalised. Using each of the elements of the EESP in coordination with each other provided the forewarning of a critical incident through defined early warning indicators.
6.3 Case Study: Asubpeeschoseewagong First Nation – A Water Ceremony

On March 7th 2015 a train derailed near Mattagami First Nation in Gogama, Ontario. A transport train caught fire and toxins leaked into the water table. Fearing a similar incident the Asubpeeschoseewagong or Grassy Narrows First Nation decided to hold a water ceremony to bless and protect the environment. Originally the ceremony was going to occur on CN rail land bordering their treaty reserve. Contextual issues increased the complexity of the situation as Grassy Narrows was subjected to a boil-water advisory (Human Rights watch, 2016). In addition Grassy Narrows was extensively researched following mercury poisoning in the 1960s (cited in Harada, M., Fujino, T., Oorui, T., Nakachi, S., Nou, T., Kizaki, T., & Ohno, H., 2005). Grassy Narrows presents complex intersectional issues, as there is also a history of disputes with land claims and logging rights (Supreme Court to decide on Grassy Narrows Logging Dispute, CBC July 10 2014).

To manage the flow of information and demonstrate the ability of mapping to facilitate situational intelligence, a web-based application was utilised to generate context and support the EESP model. Ushahidi is a social media platform that can be used for crisis mapping. Using open source data, incidents can be categorised and visualized through mapping and timelines. As indicated within the group, understanding the relational, interconnected nature of events poses a geographic issue. The screenshot below provides a timeline of incidents. If the organization shifted away from a two-dimensional model of reporting incidents the participants would be able
to upload events to the timeline (specific to their context) and an overall map could then be created to identify tension within the province.

Figure 4. Ushahidi news comments (overleaf)
May 13 2015 Grassy Narrows fights Rail injunction
Adrian Bhatti 18 minutes ago via Web

The internationally award-winning peace activist said the idea for the ceremony came to her after the CN derailment and spill at Gogama, Ont. on March 7 and was intended to keep the tracks safe and protect the nearby waterways. "I do feel intimidated by [the injunction] mainly because I feel like people misunderstand the main issue of this incident that happened," she said. "Because we all need water, we all need to drink the water." DaSilva said her activism is rooted in her experience of mercury contamination at Grassy Narrows.

April 22 2015 Clan Mothers hold water ceremony to protect against oil spills – CN goes to court
Adrian Bhatti 26 minutes ago via Web

Fifty Grassy Narrows people and supporters held a water ceremony near the CN track to protect against the spill of Oil or other Toxins that could contaminate Grassy Narrows water. The CN line forms the southern boundary of Grassy Narrows territory and runs directly beside a number of lakes.

April 16 2015 Anishinabe News National First Nations News
Adrian Bhatti 27 minutes ago via Web

"CN Rail is wrong if they think this is an issue of the courts—instead, it is a matter of First Nations' ability to exercise their Inherent and Treaty Rights as indicated in the First Nations in Ontario Assertion of Sovereignty – Notice of Assertion and other Indigenous laws First Nations have in place," said Ontario Regional Chief Stan Beardy. "First Nations in Ontario will lose trust and confidence in CN Rail very fast if our pre-existing sovereignty and Indigenous laws are ignored and courts are used as the venue for building our relationship."

APR 13 2015 CN takes action against Grassy Narrows over blockade that didn't happen APTN
Adrian Bhatti 18 minutes ago via Web
Information can be categorised depending on the agreement of early warning indicators or type of incident. The following screenshot demonstrates the combination of information and mapping.

Figure 4. Ushahidi Reporting categories

The categories could then be mapped over time and further visualisation could be developed from the material. Given that members of the community or stakeholders can also be nominated as volunteers, further ‘experienced’ posting can be added. Once validated, the information can then be
processed and the EESP scale can be applied for reporting and prioritising purposes.

Using the enhanced model (below) the experienced section of the model can be applied in the following manner and used to track tension in the community. The recognition heuristic, providing an indication of the experience of the community over a period of time based on the definition cues, is outlined below:

Table 11. Revised Experienced Grading

<table>
<thead>
<tr>
<th>Experienced – information communicated by members of the community</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Normal</td>
</tr>
<tr>
<td>2 Moderate</td>
</tr>
<tr>
<td>3 Increased</td>
</tr>
<tr>
<td>4 Raised</td>
</tr>
<tr>
<td>5 High</td>
</tr>
</tbody>
</table>

This revised version of the EESP provides the means to determine the weekly experience of the community, enabling the participants to map leverage points and work with the community to actively reduce tension. In order to validate the Experienced section, the responses are compared to Evidenced. The cross referencing process (comparing each strand within the EESP) also identifies gaps in information. In addition a status grade is also
added to reflect subtle changes as assessed by the author of the EESP.

This is information drawn from police and stakeholder resources. When there is a dispute regarding the information then a potential intelligence gap has been identified, and this must be evaluated on the ground level, resulting in a task for the participant.

Table 12. Revised evidenced grading

| Evidenced – what our information communicates to us |
|---|---|
| 1 Normal | Early warning indicators, crime reporting indicator or rise in tension, engaged with police, low social media and no increase in levels of fear and crime. |
| 2 Moderate | Early warning indicators, crime reporting and engagement suggest that an incident has occurred, comments appearing on social media, increased level of localized concern with fear of crime increasing. |
| 3 Increased | Indicators linked to criminal damage, harassment, assault and public order increasing in localized areas, identified groups are emerging seeking engagement or presenting issues, community and criminal intelligence analysis suggests that planning is occurring for non-confrontational protest. |
| 4 Raised | Indicators reveal a substantial rise in crime and disorder, significant events have occurred—consequences unfolding, indicators identifying tension between different groups and engagement stalled with the police, views expressed in the media, sympathetic groups and protests converging on the issue or location. Groups demonstrate capability to move from non-confrontational protest to disorder. |
| 5 High | Complex sporadic engagement with police—no effect on reducing tension, community and criminal intelligence suggests mobilization of individuals and groups for protest at single or multiple sites, combination of peaceful and provocative activity, calls for direct action, barricades and blockades possible, outbreaks of violence within groups, marginalized communities being targeted. |

The table above provides an application of the recognition heuristic to the evidence collected by the police. The function of the table can also be to assess the impact of law enforcement behaviours on a specific community, and/or across a number of communities by repeating the table for each grouping.

The information below highlights the third form of measurement that examines the role, interpretation and understanding of events as presented
in the form of social media. The use of the term ‘platform’ denotes the
diversity of media ranging from informal chat groups through to audio-visual
material posted online. The caveat for referring to social media is that the
bulk of material is open source and has not been validated through the
intelligence cycle for its credibility or reliability. Given the fact that the
distribution of information is dependent on the significance of the incident, it
is possible to track information using a web-based application and map the
data. The process would provide a method whilst comparing the credibility
and reliability of the information in addition to the traditional sources that the
analyst or intelligence function uses and provides.

Table 13. New social media grading

<table>
<thead>
<tr>
<th>Social Media – interpretation and analysis of online media material</th>
</tr>
</thead>
<tbody>
<tr>
<td>1  Normal</td>
</tr>
<tr>
<td>2  Moderate</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>3  Increased</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>4  Raised</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>5  High</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
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<td></td>
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<td></td>
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<tr>
<td></td>
</tr>
</tbody>
</table>
The final measurement combines all of the information and known future events to assess the potential of an incident across the five grades of tension. Multiple sources of information and intelligence can be used, although the guiding influence should be given to information included in the previous categories. In addition the grading reflects the current situation and known events, which range from a daily to weekly report and also informs operational decision-making:

Table 14. Revised Potential Grading

<table>
<thead>
<tr>
<th>Potential</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Normal</td>
<td>Early warning indicators, no significant rise in crime or tension, engaged with police, low social media</td>
</tr>
<tr>
<td>Moderate</td>
<td>Early warning indicators, indication of a crime occurrence, localised effects Social media interest and growing comments—key messaging required Potential for reputational or organizational impact.</td>
</tr>
<tr>
<td>Increased</td>
<td>Indicators linked to criminal damage, harassment, assault and public order Groups seeking engagement with emerging issues Social media established and active Intelligence suggests protest likely CIAM prepared and authorised through HUB Planning for potential reputational impact.</td>
</tr>
<tr>
<td>Raised</td>
<td>Indicators as above Revealing of substantial rise in crime or disorder Critical incident declared Groups demonstrate capability for direct action CIAM strategy requires review</td>
</tr>
<tr>
<td>High</td>
<td>Complex sporadic engagement with the police—no effect on reducing tension. Hostility likely to occur Multiple sites identified for protest Peaceful and direct action—barricades and blockades possible Marginalized communities targeted International attention and commentary on the situation Reputational damage very likely to occur to the organization, potential enquiry into actions and choices made.</td>
</tr>
</tbody>
</table>

The figures on the following page track the Grassy Narrows Water Ceremony using open source material from April to May through a handful of sources.
A better aggregation of data would use organisational and stakeholder information as well. It is the suggestion of the researcher that if an incident scores higher than the threshold of 10, an intervention through a CIA needs to be prepared.
<table>
<thead>
<tr>
<th>Date</th>
<th>Synopsis</th>
<th>Experienced</th>
<th>Evidenced</th>
<th>Social Media</th>
<th>Potential</th>
<th>Avg Tension</th>
</tr>
</thead>
<tbody>
<tr>
<td>07/04/2015</td>
<td>Train derailment and crude oil spill on Indigenous land at Gogama - Mainstream National News</td>
<td>Increased</td>
<td>Moderate</td>
<td>Raised</td>
<td>Raised</td>
<td>Increased</td>
</tr>
<tr>
<td>10/04/2015</td>
<td>Grassy Narrows protest crude by rail with water ceremony - Social justice website</td>
<td>Raised</td>
<td>Increased</td>
<td>Increased</td>
<td>Increased</td>
<td>Increased</td>
</tr>
<tr>
<td>13/04/2015</td>
<td>CN takes action against Grassy Narrows over blockade that didn’t happen - APTN – National Aboriginal News</td>
<td>High</td>
<td>High</td>
<td>Raised</td>
<td>High</td>
<td>Raised</td>
</tr>
<tr>
<td>15/04/2015</td>
<td>Ontario Regional Chief Beardy calls on CN rail to immediately drop injunction against Grassy Narrows-Provincial Website</td>
<td>Raised</td>
<td>Raised</td>
<td>Raised</td>
<td>Raised</td>
<td>Raised</td>
</tr>
<tr>
<td>16/04/2015</td>
<td>Feature on Anishnabek News- National First Nations News</td>
<td>High</td>
<td>Raised</td>
<td>Raised</td>
<td>Raised</td>
<td>Raised</td>
</tr>
<tr>
<td>22/04/2015</td>
<td>Clan Mothers hold water ceremony to protect against oil spills, CN goes to court - local regional website</td>
<td>High</td>
<td>Raised</td>
<td>High</td>
<td>High</td>
<td>Raised</td>
</tr>
<tr>
<td>13/05/2015</td>
<td>Grassy Narrows fights rail injunction - National Mainstream News</td>
<td>Raised</td>
<td>Raised</td>
<td>High</td>
<td>Increased</td>
<td>Raised</td>
</tr>
</tbody>
</table>

Figure 5. EESP Grassy narrows
Prioritizing incidents using this format enabled the participants to actively analyse conflict, monitor and tailor tactics and strategies, and plan for resourcing needs. During the research period a weekly report was sent out to the participants using the EESP model on live material. The intention of recording the information was to identify commonalities between incidents across five regions and also to develop a corpus of options reflecting a risk bank whereby the participants were able to choose from proven intervention techniques retrieved from a shared repository. Utilizing this technique would have changed the function of the analyst and facilitated report writing using an EESP-specific template and analysis of material within a CIA. As this incident scored a nineteen on the EESP scale, best practice would have indicated preparing a CIA to reduce levels of tension by intervening at points where a critical vulnerability was identified.

Analyzing the output of the EESP model from the perspective of a viable systems model (Midgley et al., 2013), a clear operations benefit is apparent. The material presented in the EESP format augmenting a graded system provides an evidenced-based point of reference, decreasing the flash-bang response time. In terms of ‘coordination’ the ESSP model provides an accurate overview to ensure that participants coordinate and also identify potential gaps in information for further tasking in other parts of the province. The process standardizes the Framework, assisting in resource allocation and intervention design. Applying analysis using the EESP method supports the community and decreases tension between the community and the police. The model also enables intelligence to actively research material to validate information, as well as to prove credibility and
reliability. An intelligence requirement is identified where information is missing; this can be treated as an intelligence gap and a tasking can be issued to find the information. The coordination of the model established a new paradigm in relation to policy making and establishing short-, medium- and long-term goals for engagement and building resilience within the community, forging a stronger relationship with the police.

6.4 Community Impact Assessment Model

As previously indicated the CIA forms the second part of the CIAM model. Based on the findings and information presented in the EESP, three outcomes are accomplished: the development and application of shared understanding internally and externally; the incorporation of conflict analysis/lessons learned; and the provision of recommendations across a plethora of contexts with a view to synthesizing expertise across the organization in combination with developing resilience in communities.

The CIAM offers the opportunity to view the entire panorama as it unfolds across the tapestry of experience. Providing an advantageous position, process is informed through intersubjective exchange, highlighting a requirement to formulate understanding from previous EESP commentary in order to identify significant signposts to guide and shape activity. As the material is openly documented and potentially shared at situational meetings, the strength of the application is magnified at the level of attention to detail and the search for clarity, which enables a proactive response to impact factors and risk as they emerged in the context of the framework.
The 2011 ACPO document providing ‘Practical Advice on Critical Incident Management’ suggests that the CIA has a number of key features, including (p. 56 & p. 57) a sense of purpose directed at ‘identifying issues that may have an effect on a community’s confidence in the ability of the police to respond effectively to their needs.’ Police Scotland (2015, paragraph 2.4) determines a broader improved definition within the standard operating procedures for CIA:

‘A CIA is a means of assessing incidents and events to identify the associated risks and develop appropriate interventions to address the impact on the community. A CIA can also potentially minimize any risk to the organization from failing to identify significant adverse impact on communities.

Note:

A CIA is no longer created solely for incidents involving serious crime and may be put in place for any incident that affects an individual, their family or a community, or for predicted events, such as marches or demonstrations.’

There are two definitions mentioned in the Framework that were included in the iterative cycles to produce an impact assessment that satisfied the needs of the participants. Although the organisation’s definition and associated response are not as broad as in the UK, there is an identifiable escalation period. Transitioning from the ‘major incident’ model requires an enhanced police response and resourcing towards a ‘critical incident’ involving an integrated response to deal with a high-risk situation and the previously defined Aboriginal critical incident. Despite working with the participants it remained unclear as to where the response for the Aboriginal critical incident was triggered. The circle suggested that the response was contained within internal reports. Public reports issued on the
framework provided the following breakdown of incidents over a seven-year period:

Table 15. Aboriginal critical incidents 2009 – 2014 (as recorded)

<table>
<thead>
<tr>
<th>Year</th>
<th>Training Participants</th>
<th>Protest &amp; Demonstration (non critical)</th>
<th>Aboriginal Critical Incidents</th>
<th>Community Outreach (Liaison)</th>
<th>Support</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009</td>
<td>5700</td>
<td>80</td>
<td>40</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>2010</td>
<td>618</td>
<td>128</td>
<td>10</td>
<td>86</td>
<td>-</td>
</tr>
<tr>
<td>2011</td>
<td>805</td>
<td>104</td>
<td>22</td>
<td>245</td>
<td>-</td>
</tr>
<tr>
<td>2012</td>
<td>1962</td>
<td>153</td>
<td>76</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>2013</td>
<td>871</td>
<td>193</td>
<td>57</td>
<td>360</td>
<td>162</td>
</tr>
<tr>
<td>2014</td>
<td>980</td>
<td>111</td>
<td>20</td>
<td>547</td>
<td>252</td>
</tr>
</tbody>
</table>

The table above provides an indication of enhanced training within the organisation over the last five years. In addition the information indicates that there is significant potential for protest and demonstration to escalate to a critical level. As a consequence the second part of the discussion within the circle focused on five community impact assessments prepared with the participants monitoring potential and actual critical incidents. Over the research period the document went through three iterations reflecting the comments and suggestions made by the participants as highlighted in chapter two. Consequently a final version emerged that incorporates a number of new features for the organization, which have enhanced operational decision-making. The following community impact assessment is an example using the Grassy Narrows scenario from the previous section. Utilizing open source material in this manner enabled the
researcher to provide the same level of insight achieved by the participants. After the CIAM is presented the adaptations and suggestions from the participants will be highlighted and assessed in line with the work of Ricigliano (2015) and Schirich (2013).

Figure 6. Community Impact Assessment Grassy Narrows (overleaf)
Community Impact assessment   Grassy Narrows   Dated Version Prepared by: Researcher Protection Level: Not protectively marked

<table>
<thead>
<tr>
<th>ESSP Model</th>
<th>Tension Status</th>
<th>Grading</th>
<th>Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Experienced</td>
<td>Static</td>
<td>High</td>
<td>Information has been received that members of Grassy Narrows women drum circle have expressed an intention to conduct a water ceremony on, or close to, CN rail tracks. The water ceremony is intended to bless and protect water from rail spills. Note: the water is subjected to mercury contamination from a spill in 1962. CN Rail has applied for and intends to serve a summons on the leader of the group who is a recognised international peace activist.</td>
</tr>
<tr>
<td>Evidenced</td>
<td>Static</td>
<td>High</td>
<td></td>
</tr>
<tr>
<td>Social Media</td>
<td>Static</td>
<td>High</td>
<td></td>
</tr>
<tr>
<td>Potential</td>
<td>Static</td>
<td>High</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>Static</td>
<td>16</td>
<td></td>
</tr>
</tbody>
</table>

Contextual Summary

On March the 7th there was a train derailment and crude oil spill resulting in a fire on Indigenous territory close to Gogoma. As a consequence members of the Grassy Narrows women's drum group have expressed their intention to conduct a water ceremony on, or close to, the CN rail track which runs parallel to their territory. Members of Grassy Narrows are conducting the ceremony to bless the water, which was contaminated following a mercury spill. In addition, scientific research from Japan continues to record the effects of the mercury contamination on the local population. Further to the contentious issue of mercury poisoning the community is also protesting and lost a legal battle held before the Supreme Court of Canada in 2014. The Ojibwas people remain determined to regain traditional land through legal and political action. The Ojibway people have been the focus of considerable attention and addressed an expert committee of the United Nations. Amnesty International has regularly commented on the effects of the mercury and the lack of drinking water.

Human Terrain Analysis

<table>
<thead>
<tr>
<th>Map</th>
</tr>
</thead>
<tbody>
<tr>
<td>Areas</td>
</tr>
<tr>
<td>Structures</td>
</tr>
<tr>
<td>Organizations</td>
</tr>
<tr>
<td>Primary Engagement</td>
</tr>
<tr>
<td>Events</td>
</tr>
</tbody>
</table>

Impact Factors (Incidents that have occurred and cannot be changed which may affect the operating environment)

1) CN Rail is proposing to serve an injunction on a peaceful spiritual ceremony on April the 13th
2) Grassy Narrows women’s drum group are planning to hold a water ceremony to protect the land against the threat of a spill or other toxins
3) Aboriginal/Indigenous Liaison has been filmed and posted on social media

4) Media are aware of the historic issues in relation to environmental issues including logging, mercury poisoning and boil-water advisory status

<table>
<thead>
<tr>
<th>Risk Assessment</th>
<th>Risk Likelihood</th>
<th>Risk Impact</th>
<th>Control Measure</th>
<th>Risk Likelihood</th>
<th>Ctrl Impact</th>
<th>Lead</th>
<th>Review status and date</th>
</tr>
</thead>
<tbody>
<tr>
<td>There is a risk that the ceremony will be completed at an undetermined time</td>
<td>Medium</td>
<td>High</td>
<td>Identify and engage group members determine capability to engage in a ceremony identify if other tensions are present</td>
<td>High</td>
<td>Medium</td>
<td>Aboriginal Liaison, CN rail, Elders</td>
<td>April 18th 2015</td>
</tr>
<tr>
<td>(Structural Response)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Potential issue that the authority and presence of the CN Aboriginal Liaison</td>
<td>Medium</td>
<td>High</td>
<td>Engage with CN Rail to identify strategy, focus on shared norms, determine if some form of early warning for spillage can be developed with the community</td>
<td>Medium</td>
<td>High</td>
<td>Aboriginal Liaison, CN rail, Elders, OPP management, Chiefs of Ontario</td>
<td>April 17th 2015</td>
</tr>
<tr>
<td>officer will continue to provide friction or focus of tension for the community</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(Attitudinal)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community may move towards an entrenched passive resistance leading to further</td>
<td>Medium</td>
<td>High</td>
<td>Develop and apply framework principles and engage community through traditional approaches aim for an inclusive discussion building towards including CN rail.</td>
<td>Medium</td>
<td>High</td>
<td>PLT officers, community representatives, Elders, Band Council and Regional Chiefs of Ontario, possibility of external mediator</td>
<td>May 1st 2015</td>
</tr>
<tr>
<td>disruption and media scrutiny (Transactional)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Intelligence Preparation of the operating environment**

<table>
<thead>
<tr>
<th>Scenario Outcome</th>
<th>Course of Action</th>
<th>Scenario Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Maintained of protest until injunction served</td>
<td>CN Rail reconsider the injunction and offer to support a supervised ceremony</td>
</tr>
<tr>
<td>Capabilities</td>
<td>Likely</td>
<td>Vulnerability</td>
</tr>
<tr>
<td>----------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Determine capability to proceed with Ceremony in spite of injunction</td>
<td>The impasse has been reached tension may continue until the cessation of legal activity</td>
<td>Location limits resource allocation/ Social Media providing link to the ground</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Authorised by</th>
<th>Date</th>
</tr>
</thead>
</table>
Critical components of the assessment above relate to principles of risk management and conflict assessment. Although not explicitly stated, the data in the table is shaped by Hopkin’s approach to risk management (2014). The data presented utilizes standard definitions of frequency and impact. Feedback from the participants in chapter two highlighted the need for standardized clear language, as emphasized by Hopkin (2014). In addition, when writing the context and summary report, emphasis is placed on the PESTLE classification system, examining political, economic, sociological, technological, legal and environmental, or ethical perspectives (2014, p. 158-159). The PESTLE model was altered and treaty was substituted for technological, as this was relevant to the Grassy Narrows case. Reviewing the issue from each perspective using PESTLE creates a systematic approach to the analysis. If there is the ability to develop an understanding of the capability of the actors in the scenario, it is possible to adapt the model to either switch out technology to include treaty rights when dealing with Indigenous communities.

For further comparison a model was reviewed from Gwent Police (N.D., not protectively marked) and provided a similar descriptive narrative across several sections. An interesting addition to the model evidenced by Gwent (which is actually the national template) is the section on risk assessment, which does not include an assessment of the effect of the control measure. Reflecting on the findings from the questionnaire and the circle it is apparent that the CIA must find the balance between detailed narrative and instructive information. To this end both the researcher and the participants acknowledge that this is a specialised supporting role and would
require the analyst to be involved. It was suggested to the group that although the document has been redacted to the component parts, if one is dealing with multiple communities then each community would have its own impact factor and risk assessment section.

In the context of the water ceremony the Grassy Narrows First Nation and CN rail would each have a section in the report. Adapting analysis to incorporate the systems approach Ricigliano (2012, p. 172) suggests the following strategies should also be considered by the analyst: set priorities (examine affecting dynamics such as the injunction, identify potential leverage points and who else can add value); develop strategies from a holistic/relational perspective; maximize positive interdependent values; ensure effective partnership; ensure effective listening to the system and identification of warning indicators. Lastly it is important for the organization to also develop ‘institutional resilience and performance’ (Schirch, 2013, p. 88). The suggestion implies the creation of a human security baseline where the organization critically reflects on procedural fairness (providing impartiality and balance), decision-making access (including community needs in the decision-making process), resource allocation (providing appropriate levels of resourcing), and quality standards (checking that everyone is receiving the same quality of service).

Figure 7. De-escalation intervention model (overleaf)
During the discussion a simplified version of the figure above emerged through discussion and deep listening summarising the CIAM. The figure provides the opportunity to develop interventions to reduce levels of tension. It is suggested that once an incident moves past a Raised level then a CIA is prepared to assist in critical management. As the timeline of the incident increases stakeholders and community members play a great role in developing resilience and resolution. The final section of this chapter examines a method to examine and prioritize incidents through a vulnerability assessment model, to assist in determining which incident poses the most significant risk to the community.
6.5 Prioritization Model

Security management in the context of Indigenous issues has faced significant development within the last twenty years. A number of wide-ranging issues have converged, generating a nexus of interrelated systems pursuing a pathway to establishing recognition of Indigenous people and their right to self-determination. Interaction, agreement and disagreement have resulted in conflict at local, national and international levels. A rationale for assessing the priority of incidents exists in the analytical tool set of the police and has been adapted from civil and military relationships. In the context of the Canadian experience, and for Grassy Narrows, it is evident that there is a timeline of critical incidents that have caused great suffering to the community and damaged the nation-to-nation relationship. A core issue identified in the CIAM is the poisoning of rivers and waterways following a chemical spill in the early sixties. Boil-water advisories, land rights claims and other environmental incidents, poverty, high levels of criminalization and incarceration, alcohol and drug abuse related to residential schools, etc., have resulted in sophisticated policing responses, which in parts of Ontario are further complicated through response issues associated with geography and weather. With this experience in mind, the question arises as to how law enforcement can effectively prioritize between multiple incidents across a province of equivalent size to France, Spain and the UK combined. The research proposes that a multi-criteria risk selection tool following the heuristic format can assist in this process, supporting the multi-agency decision-making model actualized within community mobilization.
The following table provides a series of cues and choices to inform decision-making, ideally conducted using a small group of knowledgeable individuals based on information provided in the CIAM. Working through the data the group determined the critical nature of an incident out of a score of five. The second category determines the level of access given by the community. Access can be a key determinant in relationship building and successful community engagement. The third category examines the resilience of the community in relation to the context of the incident. Subjectivity in this category has to be carefully monitored by the leader of the group in order to maintain a focused approach; the group can determine if a community has the resilience, based on the definition presented in chapter one, to remedy the situation. The fourth criterion of vulnerability exploits the potential opportunity for policing activity by incorporating the capability and scope of operational delivery. Effect is governed by using an average score to determine the consequences of policing. The last category explores the relational aspect of the research and seeks to evaluate the ability to develop a key individual network to assist in discussion and also to recognize the significance of the issue from local to national levels. As demonstrated thus far, the relational forms part of IRM and contributes to the holism advocated by SYST.

Figure 8. CARVER grading scale
Strategizing the events described in the CIAM will help in determining the level of resources required by the organization to assist the community; a mock table (adapted from Schnaubelt, C., M., Larson., E., V., Boyer, M., E. 2014) has been crafted below to provide an illustration of the potential application. This provides the CIAM with the means to determine resourcing, prioritise incidents and record decision-making in a transparent, accountable process.
Figure 9. CARVER prioritized incident list

<table>
<thead>
<tr>
<th>Location</th>
<th>C Criticality</th>
<th>A Access</th>
<th>R Resilience</th>
<th>V Vulnerability</th>
<th>E Effect</th>
<th>R Relation</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grassy Narrows</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>21</td>
</tr>
<tr>
<td>Shoal Lake 40</td>
<td>4</td>
<td>4</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>4</td>
<td>19</td>
</tr>
<tr>
<td>Pikanjikum</td>
<td>4</td>
<td>4</td>
<td>4</td>
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<td>2</td>
<td>3</td>
<td>19</td>
</tr>
</tbody>
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7: Creating a New Policing Legacy

The following research material will demonstrate how a holistic system based on the CIAM paradigm delivers an enhanced policing and law enforcement approach to human security for Indigenous and vulnerable community members. The chapter will explore three key facets of the current debate, positioning intelligence, surveillance and security in the broader thematic areas of community and agency. Of particular importance to the discourse are the remnants of colonial models of policing, and how current methods remain tacitly imprinted on the psyche of the Canadian policing model. Although the focus of the CIAM has been directed through an action research process involving the participants and the Indigenous community, there is a broader application to vulnerable groups, with the CIAM forming a template to construct contextually-focused responses to critical issues in cities across Canada, England and France, if not globally. The literature demonstrated that issues related to migration and colonialism require a reasoned, researched approach to source a resolution. The research evidenced that the conclusion can be reached through a concerted effort of mapping tension, developing situational awareness and reducing the impact of operational decision-making on Indigenous and vulnerable communities.
The first section will focus on determining how historic issues of colonial and imperial policing affected Indigenous communities in Canada from the perspective of intelligence, surveillance and security. This section will explore the contentious issue of ‘biopoliticalisation’ through an examination of an open source document publicized in the media that provided an assessment of Indigenous communities in relation to ‘hotspots’. A comparative assessment is made to highlight the differences between the models. To support the assessment an analysis of the contentious issues will be conducted to reveal if there are amendments that can be made to the CIAM to ensure that communities and Indigenous peoples are engaged in a dynamic, open and transparent process of partnership. The final section addresses the issue of agency and responsibility in relation to human security models. The chapter will explore the role of the CIAM in an intelligence and security discourse situated within the community mobilization model. Of particular interest is the use of the ‘hub’ approach to gathering agency and stakeholders to a forum whereby an issue, individual or aspect of criminality can be discussed and action divided according to the agency’s responsibility and community’s capacity. The ‘hub’ approach provides a situational model, and a brief exploration is made as to the potential for the inclusion of the CIAM in the discourse to influence those making decisions.

7.1 Intelligence, Security and Agency

The research results suggest biopoliticalisation was a key factor in the development of the colonial policing model, providing the means to control, survey and oppress Indigenous peoples on the grounds of a perceived and
flawed approach to determining human characteristics. The impact of the biopolitical has been explored in the Canadian context by academics focusing on the colonial policing model (Brogden 1987, Dietrich 2016, Monaghan 2013, Sinclair 2006, Sinclair and Williams, 2007). The common denominator is located around the ability of policing models to coordinate control and suppress population groups to maintain control and order (Sinclair, 2007). Dietrich (2016) expands the conceptual definition further, emphasizing a series of key indicators supporting colonial activity, including dispossession, removal and containment. These methods occurred throughout Canada, elements of which are present today in the form of reservations where Indigenous nations and communities live according to treaties signed with the British Crown.

Further exploration highlights how racialization, regulation and naturalization (Dietrich, 2016) form a key aspect of nation and state building. Although the phrase “kill the Indian, save the man” is attributed to Richard Pratt, architect of the American residential school system for First Nations, Stabler (2013) notes how findings from the Royal Commission on Aboriginal Peoples (1996) articulate that Canadian residential schools believed that ‘Aboriginal savagery’ could be solved by taking children from their families at an early age and instilling the ways of the dominant society.

In discussing the writing of Foucault, Lemke (2010, p. 199) articulates the Foucauldian idea ‘that it is not possible to study the technologies of power without an analysis of the political rationality underpinning them.’ The biopolitical provides a means to apply a technological structure and coordinate societal activity through categorization, creating further political
rationalities and governmental technologies (Dillon and Neal, 2008, p. 13). Dietrich illustrates how the hierarchical order emphasizes a dehumanizing perspective where ultimately judgments of legitimacy are established. As the research has progressed, an emergent concern links the CIAM to a form of government technology to be used to monitor and evaluate the potential for social action and change, further explored in the following section.

The colonial policing model normalized a practice of rationalizing a biopolitical ordering. This was explicitly made clear in the analysis of surveillance in the North West Frontier Province (NWFP) of Canada in the nineteenth century, as described by Monaghan (2013, p. 504), who determined the model of colonial police governance as “racialised surveillance [which] seeks out any expression of indigenous practice, sovereignty or autonomy as immediate threats to the health and security of settler expansionism.”

Monaghan also notes the following forms of social control enacted in the NWFP and across Canada: the Indian Act, residential schools, the pass system, and bans on religious cultural expression. Historically the police in the NWFP shared a great degree of affiliation with colonial policing methods (Brogden 1987, Nettlebeck & Foster, 2012). Due to the harsh existence and the exponential growth of empire, the control of people was a concern of governance. Brogden notes that ‘until the lower order could be socialized by institutions of education and democracy into the practices of industrialism they had to be regulated’ (1987, p. 3).
For Canada, with its vast amount of natural resources, control over the land was also an issue. As the NWFP merged with the Dominion Police in Eastern Canada, the Royal Canadian Mounted Police emerged. Nettlebeck and Foster (2012, p. 137) note that the “trajectory of the Mountie from the late nineteenth century has been one of progression from the historical role as one of great colonial nation building to the romanticized of that history to obscure the policing task of surveillance over First Nations people and containment of their authority.”

Bearing in mind earlier references to non-linear concepts of time and the consequences associated with forced removal and attendance at residential schools (of which the last closed in 1996), many Indigenous people exist in a transitional state from intense forms of insecurity and lack of agency. This experience is combined with perceptions of ongoing surveillance in relation to living on reserve, and producing identity cards whilst shopping to gain access to treaty rights concerning taxation. It is arguable that the containment has been continuous and is ongoing. Moreover, since 1990 an empowered generation has realized that the assertion of rights and self-determination is not conferred on Indigenous people by the government; rather it is realized and embraced by Indigenous people and empowered by the government. As indicated in the case study presented on Grassy Narrows, resource rights and environmental issues remain paramount in the experience of Indigenous populations due to the relational aspect of being in the world.

The research suggests that surveillance is a practice of security informing the decision-making of the agency. The research also suggests
that it is possible to transfer method to a human-centred security approach rather than one focusing on industrialization. This section has identified how the experience of Indigenous people was shaped and contained through colonial policing methods. The following section examines a document and provides a comparative assessment of the CIAM model as an alternative means of human-focused security incorporating the experience of the community as an indicator of confidence in policing.

7.2 Hotspot Assessment

As indicated in the introduction to this chapter the research focuses on information published in 2011 by Smith, which identified that Indigenous people had been under observation for the last five years with protest behaviours being criminalized as ‘Aboriginal extremism’. The information referred to a ‘hotspot’ assessment examining emergent risk in relation to threats to public safety. The intention of the research here is to establish a baseline between the style of reports to assess the level of friction and ensure that where possible the CIAM provides a transparent process involving the community as stakeholders. At stake is a fundamental question that explores the balance between public safety and bio-politicised surveillance.

Mainstream national media sources including the CBC (2011) and Voices-voix (Aboriginal communities and environmental groups, March 2013) also covered the release of the documents by the Indigenous community, further identifying that,
In one document, titled ‘Aboriginal Hot Spots and Public Safety,’ and dated March 30, 2007, it was noted that the vast majority of ‘hot spots’ were related to lands and resources, and led by ‘splinter groups’ in protests including the Douglas Creek Estates occupation in Caledonia, Ont., and the Grassy Narrows blockade of the Trans-Canada Highway by environmentalists.

‘Incidents led by splinter groups are arguably harder to manage as they exist outside negotiation processes to resolve recognized grievances with duly elected leaders,’ the document says. ‘We seek to avoid giving standing to such splinter groups so as not to debase the legally recognized government.’

The open source document ‘Aboriginal Hotspots and Public Safety’ was retrieved from the Internet, and requested as part of the Freedom of Information Act and published by the CBC and Voices-voix. The document consists of 14 slides describing the purpose of the presentation, operational objectives, process improvement, nature and jurisdiction of the hotspots, leadership of protest and the positioning of Aboriginal communities in relation to ‘Aboriginal extremism’. An example of the hotspot section is contained below. (Note that the annotation and highlighting is on the version posted on the Internet).

Figure 10. Hotspot reporting binder (overleaf)
It is worth noting at this point that no definition is provided for extremism. However it is clear that the language used and the symbolic level of communication identifies a number of potential threats, risks, and/or uncertainties. The report ends with a forward-focused slide on the summer of 2007 with comments from Aboriginal leaders. It is difficult to discern the context of the slides and how the material is being presented to security agencies that are informing and shaping government policy as informed by Criminal Intelligence Service Canada, the Privy Council and the RCMP. The
image below is taken directly from the material and forms the final part of the slide’s sequence, leaving the impression that there is potential for significant disturbance in the summer of 2007:

Figure 11. Aboriginal extremism

Monaghan and Walby (2012a) address the issue of constructed categories to contain descriptions for threat/risk/uncertainty. Evident in the material above is the use of codified language involving ‘splinter groups’ or ‘environmentalists’. Linking Indigenous issues to multi-issue extremism, including warrior societies or non-Aboriginal counter protest groups, blurs
boundaries and creates a wider security network resulting in disproportionate collection methods to the issue at hand (Monaghan and Walby, 2012a, p. 134).

Figure 12. Summer of 2007

And the Summer of 2007?
Recent Quotes from Aboriginal Leaders

- "This budget is doing nothing for First Nations people. It’s very disappointing," said Shirley Clarke, chief of a reserve in Nova Scotia. "Sometimes confrontation may be the avenue to go, because sometimes nobody is listening." (Montreal Gazette, March 21)

- "The patience of the people is getting very thin. There is no faith at all with the Crown. There is no trust. We saw what went on for a whole year," said Six Nations spokesman Hazel Hill. "You are going to have people that if they feel that the government of Canada is not willing to co-operate fully then people are going to have to do things to bring attention." (The Ottawa Sun, The London Free Press, The Toronto Sun, March 17)

- The Assembly of Manitoba Chiefs is threatening not to co-operate on new hydro dams or forestry projects as it absorbs the sting of being snubbed by this week’s federal budget. AMC Grand Chief Ron Evans said he is still reeling from the budget, which included only about $70 million in new spending for Aboriginals out of total new spending of $10 billion. "This budget only allows for enough money to continue the management of our own misery," Evans said. (Winnipeg Free Press, March 21st.)

The categorization of information in the hotspot document is gained from sharing multiple sources described at a strategic level. Within the context of strategic language, understanding and communication are shaped to identify threat in terms of ‘knowledge construction and regulation’. The broad language subtly implies that the entire process or demonstration,
peaceful or not, is deemed suspicious, warranting levels of operational planning that reflect changes in security apparatus.

It is possible that the CIAM model can be misinterpreted in this manner to misrepresent the original intent of the information, resulting in distrust in, and polarizing alienation from, the community that it is intending to support. This line of reasoning will be expanded through an examination of the situational intelligence model and a brief review of the model’s application in the United Kingdom.

The CIAM model formed part of the overall strategy of managing community tension in the UK under the auspices of the National Communities Tensions Team (NCTT) and its weekly Operation Element bulletin. The objective defined in the NCTT Service level agreement from 2009 (p. 7) is to ‘provide the government and the police service with a means of communication to Forces tension monitoring.’

The service was codified in a number of agreements and by 2010 best practice advice in Operation Element in the form of EEP was published by the Institute of Community Cohesion (Cantle, 2010). Information was placed directly in the public domain and made accessible to communities. Despite guidance on tension monitoring being published and actioned on a nationwide platform, Innes and Roberts (2011, p. 2) claim that the situation revealed that ‘public order policing strategy and tactics are not designed to deal with highly mobile and ‘asymmetric’ public order events.’

In order to accommodate the necessary information to inform a public order policing strategy the NCTT collected the following types of information:
‘critical incident; incidents involving intra or inter communal conflict; incidents involving public disorder; incidents impacting on community cohesion; incidents attracting more than passing media interest; incidents involving violence and or weapons; incidents that may affect other forces.’ (Innes and Robert 2011, p. 10)

The approach adopted in the UK examines vulnerable groups that have historically suffered discrimination and are regularly exposed to racially aggravated offences such as criminal damage, harassment, assault and public order issues. To supplement this approach, specific communities are also included in terms of international and domestic extremism. The groups are not mutually exclusive and vary according to demography. Having the ability to map this information in relation to the experience of tension is essential, as the decision-making provides situational intelligence. Innes and Roberts (2011, p. 25) define situational intelligence as ‘information that affords an enhanced capacity for effective action when located in a set of circumstances relating to a particular moment in space and time.’

A cohesive CIAM is capable of influencing and altering operational decision-making. Previously the work in the UK saw the EESP model as being integral to completing a CIA but does not explicitly connect the synergistic activity between both sets of data. An overlap does occur with the hotspot model in terms of identifying potential critical incidents in advance; however, it appears that the EESP model is tactically focused. Perhaps a methodology can be adapted from the development of human intelligence models in Iraq and Afghanistan. Adapting a code of ethics in relation to the development and application of community and situational intelligence may alleviate several of the concerns whilst building a coherent conceptual framework to assist in policing Indigenous communities.
During the early stages of the Iraqi invasion in 2004, both American and British troops made extensive use of ‘human terrain mapping’ (US ARMY/ Marine CORP 2006; Bell 2009; Kipp, Grau, Prinslow and Smith 2006). There is an extensive amount of information available on the doctrine and application of this form of counter-insurgency; it can be found in British colonial experiences, especially in Malaya and Kenya where the objective was to separate grassroots support for insurgents and win the hearts and minds of the local populace. The researcher is not suggesting that a counter-insurgency approach be adopted as part of the CIAM. Rather an ethical approach to working with communities based on the learning from CIAM should be considered to ensure legitimate, open and transparent processes.

The research incorporates a number of the methods and processes common to peace building, and as such is not seeking to control a populace as part of a war-fighting effort. Kipp et al.’s summary of the human terrain system provides grounding in how social science, ethnographic and social research, cultural information and social data analysis support military decision-making (Kipp, 2006, p. 2). Zehfuss (2012) highlights the concern that was expressed by the American Association of Anthropology as to the principle of ‘do no harm’ and how the research subject may be harmed during the research process. Anthropology recognized the potential for the corruption of information to create neo-colonial processes. Zehfuss (2012, p. 179) articulates this point that anthropology was involved with counter-insurgency in the past. Zehfuss cites Price (2009), who articulated that anthropology was a ‘handmaiden to colonialism, these issues easily move
from the realm of individual politics to disciplinary politics, and properly raise the attentions of disciplinary professional associations.’

When reviewing the language within the human terrain team handbook (Finney, 2008) one sees that there are distinct overlaps in the application of the CIAM and CARVER analysis. The overlaps may be part of an increasing securitization model within the Canadian law enforcement sphere; however, there is also a balancing argument to governing situational intelligence with relational thinking and systems-oriented practices. In terms of the method adopted within the research thus far and applied to the securitization discourse, there is a strong emphasis on understanding the reasoning behind language and communication to appreciate levels of risk and uncertainty. Emerging from the research is a relational security model situated in a human security paradigm. The relational model incorporates and recognizes the

‘idea that securitization is a sustained strategic practice aimed at convincing a target audience to accept, based on what it knows about the world, the claim that a specific development (threat or event) is threatening enough to deserve an immediate policy to alleviate it.’ (Balzacq, 2005, p. 173)

In the relational security model the process of coming to terms with the security issue incorporates the need to recognize the lived experience and intersubjective worldview of the participants in the decision-making process and to locate an enhanced understanding of complexity, relationality and holism. The research indicates that it is possible to incorporate measures and new advances of theory and practice if the relational component is fully discussed prior to the decision-making. Processes such as the CIAM provide relational context, situational intelligence, and security
measures that address the needs of all members of the enquiry. The following and final section of this chapter directs the discussion toward an examination of a framework in which to discuss and situate elements of the CIAM in stakeholder practice involving members of the community. The process provides the criteria to develop the capacity to enhance the framework and CIM.

7.3 Community mobilization

Since the publication of the Prince Albert (2014) study there has been a steady growth in the training and application of the ‘hub model’ across Canada as a means of providing a decision-making model for social issues. Consequently this section of the chapter explores the issue of agency within the hub in the context of the relational human security model. The overall objective is to determine the location and setting for the hub. The requirement to consider the purpose and nature of the hub is in part recognition of comments made during the circle concerning its effectiveness in terms of Indigenous people and perhaps by extension vulnerable communities.

Nilson (2014) notes how the hub provides a venue to discuss matters of ‘acutely-elevated risk’ defined within four conditional states: significant interest; probability of harm occurring; severe intensity of harm; and the multi-disciplinary nature of elevated risk (Nilson, 2014, p. 9). The intervention attended to by the hub focuses on individuals and families. The focus differs from the CIAM model, highlighting the overall relational human security model for both individuals and communities of interest. Among the
limitations presented by the key stakeholders in the analysis of the hub model was its failure to accommodate the direct involvement of community-based organizations. This finding echoed the perspective provided by the participants a year following the publication of this report. The level of intervention required by individuals with complex issues required more critical thinking, and what is emerging in line with the research is a method whereby risk and control measure in the CIAM can be filtered into the group to affect the incident from core levels, promoting an emancipatory element.

Nilson emphasizes the prerequisite need to develop a collaborative-driven risk process generating mobilization, in line with the goals and aspirations of the community within which it is situated. This feeling was echoed by the participants when discussing community mobilization. Participants affirmed that the community is integral to the mobilization process. The Prince Albert Report identifies that the lead agency in presenting issues is the police (2014, p. 53). This view was shared by a participant who stated that ‘without us leading, it would not happen.’ The 2014 report emphasised that ‘the lead intervention agency [is] social services.’ This challenges participant remarks suggesting that without the police the hub would not function. When considering improvements to the hub model, agencies identified several processes inherent to the CIAM, including the application of critical incident methodologies, involvement of communities, an ongoing task-oriented role with review dates, and improved communication (2014, p. 80).

The Ontario Working Group on Collaborative, Risk-driven Community Safety examines and applies the findings of the hub to communities across
the province. The Ontario model identifies four areas of planning activity that provide the potential to link early warning indicators in the EESP and CIAM (Russell & Taylor, 2014): social development, prevention, risk intervention, and emergency response. Russell and Taylor mention the use of a risk matrix developed from the multiplatform used by police services in Ontario to share information (2014). The information, which informs a risk matrix, is not discussed further, nor is there open source information to examine weighting of offences. The Report on the Prince Albert hub from 2013, cited in Russell and Taylor, identifies the top three predominant risk factors as alcohol, criminal involvement and parenting.

Clearly, analysis must continue to be based on reliable information. Russell and Taylor’s 2014 paper emphasises the importance of gathering and using data to form new insights. Given this scenario it is feasible that the CIAM can be incorporated into assisting the targeting of acute-risk offenders. Given that hate crime is an early warning indicator in the UK and in Canada, identified offenders at risk of committing offences would be diverted through the working group. An outcome of incorporating the CIAM model into the hub process is reflected in the removal of silo boundaries between organizations. A critical concern must be addressed by the user group of the Prince Albert model with reference to the original use of hubs: Ontario chooses to use the term ‘situational table’. As much as the principle aims to remove boundaries between agencies with the clear use of specific language, the discourse must also be consistent from agency to agency, province to province.
This chapter focused on communicating the purpose and intention of the CIAM as a model that provides a holistic, systems-based approach to enhance the law enforcement approach to critical incidents. To achieve this dynamic state an integrative approach must be made to fuse agency, community and intelligence. Agency provides the means and expertise to act within specific organisations and when appropriate remove boundaries and act in unison with multiple stakeholders. Aspects of the CIAM, in particular the use of control measures and nominated contacts, identify actions that can be taken to reduce the severity of critical incidents. The same approach is mirrored in the hub process where early warning indicators are gathered from pre-existing data sources to inform decision-making and address component parts of community structure, identifying individuals and families that require support. In common with the feedback from participants in questionnaires and in the circle, concern was expressed as to the success of this model in the context of the Indigenous population and specific, relevant social issues. Therefore, interventions must be culturally appropriate and effective, in the sense that the outcome of the work is both impactful and does not harm cultural values but strengthens the resilience of the community.

Addressing community issues highlighted recent approaches that have been applied in the military/civilian policing complex. Addressing this issue as a complex reveals how individual nodes or attributes form a multilayered perspective, which when used appropriately and ethically can inform decision-making and prevent issues from developing and becoming the critical leverage point in a nation-to-nation relationship. Concerning the
discussion of surveillance, colonial policing and the examination of
‘Aboriginal hotspots,’ the CIAM model continues to serve a purpose as long
as the information is accurate, proportional and, whenever possible,
accessible to all. The legacy of colonial policing in Canada forms both a
cultural and historical narrative in terms of organizations, communities and
nations. Masquerading behind a thin façade of community safety precaution
is no longer fitting or respectful of Indigenous people. Engaging with nations
and communities through structured processes promotes confidence in the
system. Note that confidence does not necessarily translate into agreement.
The framework and the approach adopted by the participants identify the
groundwork that still needs to be laid in order to achieve enhanced
cooperation, or at a more human level, respect.

Understanding of the importance and the significant leverage of open
source information gained through forms of media reveals the crucial nodal
network of conflict within communities. The discussion of the use and
application of situational intelligence to develop situational awareness
provides the means, given the accuracy of data and analysis, to address
complex security issues with the confidence that all those involved in the
incident have been considered. The final discussion section readdresses the
research, seeking to evaluate the findings in relation to the original questions.
8. Discussion

A general consensus emerged from working with participants that revealed the reciprocal nature of activity and the intention to create situations whereby individuals seek to ‘make a difference’ and/or give something back to the community. In order for the research to be effective, in the sense of creating opportunity for social and organizational change, the Indigenous perspective of ‘Gwayakocchigewin’ or ‘making decisions the right way’ must be at the core of the decision-making. Recognising complexity as a living system the CIAM develops and informs the ability to provide comprehensive briefings to determine operational decision-making, creating an informed opportunity to ensure ‘Gwayakocchigewin’.

The effectiveness of the research approach is defined and located through interconnectedness, whereby the consequences of actions are fully considered in relation to the potential impact on the community, and inform the situational environment. A conceptual understanding of interconnectedness for the Indigenous communities of Ontario is located in shared lived experience. The lived experience reveals similar processes which are apparent in systems thinking; from a linear mechanistic understanding this is represented as understanding the approach taken by police to determine how loud a siren needs to be in order to be effective. However, emerging from this research is a movement away from reduced models that draw components together in isolated compartments. Rather, there is a stronger sense of the role of overlapping concepts of relationality and connection in enhanced decision-making systems used to understand complex interconnected living systems.
Returning to the example presented by Argyris and Schön (1978) described in the introduction, the research is evidence of an emergent, collaborative process enabling the organisation to adjust to a system that incorporates modifications to support and develop underlying business practice. Rather than provide a simple report of a situation, the CIAM broadens the scope of critical incidents and tension management. Previous reporting models had the capacity to present information two-dimensionally; yet a diminished image cannot provide depth or context. The introduction of the CIAM accentuates the capability to transcend this boundary and analyse the same information from a three-dimensional standpoint. This form of relational application employed positionality to recognize intersectional issues, creating a leverage point to positively influence critical vulnerabilities. The CIAM format analyses information, simplifying the opportunity to address vulnerability and build resilience. Advantage materializes in the form of negotiation, key messaging, and directed engagement through social media. The research has codified this approach and the incredible work undertaken by the participants in a living systems process. The process enables the participants and the organisation to move away from compartmentalised approaches to an organic format where complexity is anticipated, managed and transformed. A key aspect of the methodology is presented through the EESP, evidencing the required phases to reduce conflict incidents.

Whereas significant research has been conducted in Canada, the potential applications for policing are global. Future research may examine the pacification teams used by Brazilian police to deal with violence in the favelas or perhaps specialised teams will use the process to ensure that
Indigenous rights to self-determination are not compromised. With improved anticipation and identification of meaningful early warning indicators, government agencies may complement environmental assessments with community impact. Community mobilization may identify health issues linked to boil-water advisories, which in turn may reduce forms of criminal behaviour, such as drug and alcohol abuse, further enhancing the wellness of communities.

Engaging directly with participants presented the opportunity to work towards reciprocity. Rather than imposing a system onto the participants, the opportunity to interact with and alter the structure of the CIAM promoted an inclusive practice and ensured through consensus that ‘Gwayakocchigewin’ could be achieved.

8.1 Reflecting on Method

In retrospect, working with the participants offered an opportunity to develop reciprocal relationships between the research and the participants, informing the organization and altering the circumstances of policing communities and Indigenous peoples in Ontario. The research illustrated an opportunity to address several issues in relation to the contextual understanding and importance given to recognising communities as true partners in the process of ‘Gwayakocchigewin’. Further, the research also presented the opportunity to deeply explore the component models used to determine levels of tension within communities.

There is relatively little research material published on this area of policing despite common experiences of community tension. As a result, this
research generated best practice for impact assessment in Canada. The research demonstrated the importance of tailored methods reflecting the needs of communities and the structural integrity of the organisation. Adapting the ARM process by focusing on collaborative enquiry revealed a dedicated group of participants who committed themselves to the research process and found benefit in the use of the model. ARM enabled the participants to create a model unique to their circumstances. Indeed the continuous presence of open source information and social media creates a new paradigm, where data can be augmented for analysis. The combination of IPA, IRM and SYST revealed crucial overlapping areas. Identifying the relational aspect of IRM enabled a deeper reflection on the lived experience as characterised in the phenomenological component. When connected to SYST, a living system approach was established whereby the relational formed an area of overlap with interconnection as a dominant theme in the research.

In practical terms this means that organizations and agencies are able to view issues holistically, recognising the complexity in managing accurate, timely, and relevant responses. In terms of constructing the research, collecting the data through collaborative agreement improved reciprocity and enabled the organisation to evaluate the benefits of the research in terms of improving practice.

8.2 Developing an Effective CIAM

The first research question yielded a multilayered, sophisticated response to the subject of how tension is monitored by the participants. It was quickly
established that the current method of condensing field reports into one document with cursory analysis was not effective. Continuity in decision-making centred, and to a degree relied on, mental maps formulated by experienced participants.

This confirmed the research undertaken by Grabo (2010), Hauss (2015), Senge (1990), and Smith (2013), with a form of intersubjective communication (Milan, 2015) used to explain decision-making to less experienced participants. In reflecting on the approach taken by Gillespie and Cornish (2009), it remains clear that intersubjectivity remains a core component in the understanding applied to the framework. The specialised role of the analyst relies on an analytical component to transfer the information upwards (which Kwa described as ‘upscaling’, 2012) whilst maintaining the intersubjective exchange. Although the actual analytic function of the analyst was not unpacked during the research for operational reasons, some literature (ICOCO, 2010) suggests that this task can be undertaken without specialised training. Specialized training is a core, mandatory theme emanating from the research. There is a strong suggestion that the analytic capacity is critically important, ensuring frontline officers develop the responsibility to communicate risk in an effective manner. Training in intelligence and information management, in combination with conflict analysis and intervention evaluation situated within a human security paradigm, is vital. In hindsight, had the analytical role been occupied full-time, the research may have uncovered supplementary gaps in terms of managing and distributing information within the organisation.
The research proposes that a new definition of critical incident be considered by the organisation. During the questionnaire phase a rating average indicated that a definition which frames the response from the perspective of police effectiveness (the UK definition) was chosen by the participants. However one participant commented on and provided a new integrated response:

‘A Critical Incident involves a community who has experienced increased tension following an event, and a police interaction is necessary to diffuse conflict and effectively ensure public safety’ (Participant).

The definition above supports the human security concept, warranting further discussion on definition and implementation, whereby the needs of the individual or community are placed foremost in terms of providing security. This definition is congruent with the literature on critical incidents, reflecting elements of the Australian, Ottawa and UK police. However, it is also suggested that definitions should include a form of criteria to measure the ‘quantifiable variance on tensions that may exist within communities’ (Bhatti, 2008, p. 177). This is a strength in the EESP model, as the data can be aggregated and analysed longitudinally, which will reveal new opportunities to engage in research and analysis.

The results of the questionnaire included on pages 101 to 103 highlight how the participants on the ground level are looking for advice resulting in proactive measures to deal with incidents of community tension. This is a potential role that the CIA can fill, as it provides the means to articulate interventions and nominate individuals responsible for ensuring that
the tasking is completed. Adopting a new definition for a critical incident would bring the organization into synergy with transnational policing approaches, repositioning the Framework as a situational model.

Participants acknowledged the failure to include all relevant material in the weekly report. Significant Indigenous populations still live in areas designated as reserves and are not directly policed by the organisation. Although this presented a limitation in gaining insight into tension levels in some communities, there is an opportunity to engage in a further effort to determine the trigger incidents that would form early warning indicators for Indigenous police services. The Anishinabek (Native Americans of the Northeast Woodlands) Police Service would benefit from this form of proactive policing. Additionally the Anishinabek Police have not been involved in the community mobilisation project due to being funded through a different source. Further, reports based on the Prince Albert model have not made mention of the Indigenous population of Ontario, despite a participant describing one of the authors (Dr. Russell) attending a meeting with police officers from Treaty 3 to discuss a potential pilot project.

Participation in the writing and development of the CIA was restricted to the participants engaged in the circle. The results of the CIA were, however, shared with the larger group of participants in order to evaluate the functionality of the three designs that were trialed. Although participants recognised the merits of the research the organisation is under no obligation to implement the CIAM as a reporting tool for assessing community tension. The research suggests that the CIAM process operationalizes the United Nations’ sustainable development goal to ‘Promote peaceful and inclusive
societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels’ (UN SDG, 2015), further supporting the potential for transparency and accountability in relation to community mobilization. A principle concern voiced by the participants throughout the research related to filling the analytical role in order to perform the CIAM tasking.

Despite this issue participants were able to follow the method proposed in the weekly EESP and contributed to changing some of the language to ensure that the report more accurately reflected the policing style of the organisation.

8.3 Integration into the Community Mobilization Model

The second area of focus within this research explored the relationship between the CIA based on a Framework issue, where the results were quantified through the community mobilization model. Two significant limitations exist within the data. In order not to disclose personal information in line with the Freedom of Information and Public Protection Act (FIPPA), live cases used to generate the CIA were not openly discussed. However, the results of the questionnaire and the circle identify emergent learning processes that will be discussed in the following section.

In parallel with the piloting of the research, the community mobilization model was in the early stages of implementation. The structure of the mobilization model was not conducive to integrating a CIA and this was a key discussion point identified by the participants in the questionnaire and within the circle. The initial dissatisfaction with the approach taken by the
mobilization model was voiced several times. Individual participants commented that the community mobilization model included no overt reference to Indigenous communities. Furthermore the lack of acknowledgement and imposition of a model on Indigenous communities reflects a colonial mindset where a political majority simply imposes its will on others. One could argue that this is not intentional and the community mobilization model is under continual review using evidenced-based management techniques.

The research proposes a course of action that addresses both implications for practice and potential limitations, locating the direction through literature and comments/observations of the participants. The course of action will demonstrate that there is the potential for community mobilisation to work with Indigenous communities, given a review or complexity assessment.

A key facet of the research involved the selection of a live issue, which was potentially a critical incident and part of the Framework approach. Initial meetings were held in different parts of the province to evaluate the method and write a CIA specific to the incident at hand. Over a period of six months three revisions of a CIA were completed. As indicated in the results chapter, the iterative ARM approach eventually identified the model that the participants were comfortable with. Initially the CIA was developed through three iterative cycles, transitioning from a PDF document to Word; finally, within the Indigenous circle, the Excel version (included in the Appendices) was agreed on. The rationale for this process was to find a method that would accurately communicate information through a provincial template.
The example given in this research was based on Asubpeeschoseewagong First Nation using open source material.

To advance the CIA discussion and to identify how the information can be further incorporated into a seemingly complex and discriminatory process is the objective of the following section. Before elaborating on this discourse, it must be noted that the mobilization model is intended to have a community impact by focusing on core issues or nominal offenders within the community utilising a collaborative, risk-driven community-safety approach (McFee & Taylor, Russell & Taylor, 2014).

Similarities exist between the CIAM model in terms of process-driven data collation and analysis in combination with a public safety focus. The suggestion is that the CIAM process be adopted into the hub discussion. This would require the hub to broaden its focus from individual and family issues concerning ‘acutely elevated risk’ to community issues when the EESP indicators show that tension has risen above level three in all of the categories of Experienced, Evidenced, Social Media and Potential. Utilizing the hub as a circle the police would present the intervention strategy developed from the risk and control measures (using Ricigliano’s approach of Structure, Attitudinal and Transactional, 2012) of the CIAM, and with the assistance of the community and the stakeholders determine/allocate the most appropriate resource to assist in reducing tension. The approach is reciprocal and relational, and offers a proven template to use in complexity analysis, providing synergy to diminishing tension. The suggestion concurs with the findings of Nilson (2013, as cited by McFee and Taylor 2014, p. 10), who stated that four criteria have to be met at the hub table:
a) significant community interest is at stake;

b) clear probability of harm is observed;

c) severe intensity of harm is predicted;

d) a multi-disciplinary nature to the elevated risk factors.

Evidently the definitions above suggest a strong link to the objective of the CIAM and the definition of a critical incident as put forward by the participants. A potential obstacle that may prevent elements of the CIAM from being discussed with potential stakeholders and community members was voiced by the participants of the circle. During the discussion the idea of sharing information was dismissed as being problematic. As the discussion progressed the group established through an intersubjective dialogue that the CIAM is subject to Freedom of Information. This suggests that the model could be shared openly if all of the caveats were explored, and if the sharing minimized operational and organizational risk.

Another area emerging from public order policing in the UK and Sweden is the use of Protest Liaison officers. It transpires that there is a significant link between the role of participants and officers in Europe. It is interesting to note that Joyce and Wain (2014) highlight the similar role of continuous engagement in seeking to understand tension and crowd dynamics. The organization should be congratulated for the extent that engagement and communication are prioritized within the public order scenario. This ability is noted in ‘Policing public order’ (Home Office, 2011), where a case study involving TVP revealed that Protest Liaison Officers were
directly involved in protest negotiation, developing an understanding of the intention and nature of protest. Grabo (2002) would argue that from an early warning perspective it is difficult to assess intention, as it is situational; therefore suggesting that capability is a better indicator of activity. Although not explicitly mentioned, the CIAM model can also be effectively used in this context to build situational intelligence for public order responses.

This section of the discussion has identified a trend towards a dialogue-based model in Europe and in Ontario. The dialogue model benefits from the approach of the CIAM, which situates tension monitoring within the scope of a relational human security agenda. The adaptation to the CIAM in Ontario provides a targeted model for policing to follow which provides and supports the dialogue approach through engagement with all communities. The specialised knowledge that the participants bring in terms of understanding relational complexity and Indigenous culture is intensified through the CIAM. The approach is galvanised as the CIAM does not seek to impose the bio-political ordering identified by Monaghan (2011); rather if used in tandem with the community mobilization model, all of the stakeholders and identified community members have equal input in discussing interventions at the structural, attitudinal and transactional levels (Ricigliano, 2012).

8.4 Situational Intelligence

Despite being clearly situated within the national mandate for the policing of critical incidents, the CIAM, in its current format, imposes limitations on the conveyance of clear information. In the third chapter, the issue of mapping
leverage points was raised and the findings will be further discussed in this section. The intention of this section of the discussion is to evaluate the requirement for mapping as a leverage point; from the perspective of the research, the term ‘mapping’ constituted a new dimension, which was not necessarily representative of previous approaches. A brief evaluation of the findings will focus on alternative futures whereby the use of open source media can potentially pivot around the crowdsourcing of information.

Prior to commencing the research with the organization a review of crowd-source mapping techniques was undertaken. Initially the Ushahidi platform was identified as a potential mapping tool. Ushahidi, Swahili for ‘witness’, was ‘developed by Kenyan activists to crowd-source and live-map the crisis reporting of post-election violence’ (Meier, 2012, p. 4). The principle follows the ground-up discussion and mapping of incidents based on crowdsourcing. Arolas and Guevara provide a comprehensive definition of crowdsourcing that explores a concept of reciprocity between the crowd, the initiator and the tasking (Meier, 2012, p. 191). The aim of crowdsourcing is for ordinary members of the public or volunteers to report incidents across a social media platform and a map to be created of the incidents, enabling knowledge production and providing an evidence trail to record incidents. If used in the context of a human security model then the return for the crowd is a sense of participation in social justice. The initiator gathers data on the situation, which can be developed into actionable information or intelligence. Meier’s (2012) article established the credibility of the Ushahidi platform through an analysis of seven case studies, including the post-election violence in 2008 and Haiti mapping of post-earthquake needs. The mapping
of leverage points was used in the context of mapping or locating tension, offering a significant advantage for the future. An image taken from the Ushahidi is pictured below:

**Figure 13. Ushahidi Alpha web shot**

Despite the potential to use the software internally to communicate the EESP report, dialogue with bureaus within the organisation highlighted technical difficulties in implementing the data. At the commencement of the research the participants would act as the crowd and the analyst as the initiator, collating the data and presenting it in a fashion easily accessible to members of the organisation. Since the completion of the research phase, Ushahidi has released a web application format of the software that did not require access to the organization’s server. In addition to visualizing the information a supporting weekly EESP report would add depth to the CIAM.
An indication clarified at the initiation of the research focused on generating a shared appreciation of tension monitoring based on the lived experience of the participants. As they contained both part-time and full-time members it was clear that a general level of understanding had to be established. In tandem with a lack of peer-reviewed material available at the outset of the research examining community impact assessment models and tension monitoring in relationship to police, the mapping component became version ‘2.0’, the next phase of CIAM development. This satisfies but also develops the further potential for advancing visualisation and data integration into the CIAM, answering the call from Innes and Roberts (2012) and ICOCO (2010), both of whom recognise the potential augmentation and richness that data can bring to the visualisation of the CIAM.

8.5 Advancing a New Policing Legacy

The final chapter in the results section provided the opportunity to deepen and engage in an exploratory study of the advancement of a new policing legacy. The chapter demonstrated the requirement to acknowledge the impact of colonialism and colonial models of policing, and to learn from previous models of surveillance and social control. A key facet that emerged from the process identified the development and application of the CIAM. A core question emerged which situated the participants in context, and explored the concept of bio-political categorisation. The exploration may determine if there is an explicit form of surveillance and control exerted on the Indigenous community. In working with the results this presented a significant challenge, as a rereading of Foucault (2007, 2008) and Monaghan and Walby (2012a) highlighted the significance of surveillance and control.
Surveillance and control form key elements of this study and it is likely that both themes will continue to shape Indigenous policing for the next decade.

There were significant overlaps between the results and the literature. Participants were directly aware of colonial practices and worked with communities that were victims of appalling, inhumane conditions, such as those related to the effects of residential schools or to the lack of access to fresh drinking water. At the core of the new legacy is a determined movement towards a mainstreaming of the human security model of policing. In the context of Indigenous policing in Canada, the motivation provided by the UN to engage in human security is significant (United Nations, N.D, p. 27); it describes its aim as ‘protecting people from critical and pervasive threats and empowering them to build on their strengths and aspirations.’

In order to be able to achieve this objective, policing must reflect open, transparent processes that are aimed at understanding the needs of cultures and identities that differ from those of the dominant group. Equally the approach taken in the securitization of populations in war zones deserves legitimate attention, as some of the methods used to understand and work with communities are effective. The model adapted for use in the CIAM is based on a vulnerability assessment used by the military (Schnaubelt, Larson & Boyer, 2014). However, the organization has to maintain its awareness through ethical and legal decision-making to ensure that relational thinking and systems-oriented practices remain paramount.

One of the key questions in relation to the development and application of the CIAM relates to the implications for practice and
requirements for further research. The CIAM is not structured as a tool of surveillance and control. Rather it informs the organization of the potential for tension and suggests suitable methods to intervene in situations to protect vulnerable people from threats and simultaneously empower them.

Whilst the review of ‘Aboriginal Hotspots and Public Safety’ alleged that there are emergent forms of Aboriginal extremism linked to splinter groups, this was the only open-source document that was found that relates to monitoring tension. Clearly the use of language also becomes an issue, and this is where Monaghan (2013) is correct in distinguishing how colonialism is governed by prefabricated stereotypes, prejudice and social hierarchy; as a consequence if such details are missing from a weekly report or even a community impact assessment, this can impair judgment as discrimination can be both subtle, as in not providing useful information, and overt, as with legislation and a lack of action in resolving treaty rights.

In terms of future research the CIAM should be viewed as a flexible tool, although not a panacea for every situation. There is scope to apply the model to gang-related violence and tension between newly arrived refugees and migrants. The model can be applied to complex community issues affecting the Somali or Caribbean communities or directed towards gun violence in major cities. The potential for visualization software to contribute to this area is exponential. There is also significant opportunity to include community groups, trained volunteers and stakeholders to contribute through crowdsourcing to the weekly EESP.

9. Conclusion
'The Game is so large that one sees but a little at a time.' (Kipling as cited by Hopkirk 2001, p. 6)

In a conversation in Rudyard Kipling’s *Kim* between the protagonist Kim and Muhub Ali, a brief exchange takes place that situates Kim’s role within the complex imperial discord between Russia and Great Britain. Kim is advised by one of many spymasters that intelligence work is reliant on understanding the relational aspects of complex situations. The emphasis is placed on noting the interconnectedness of complex holistic environments and possessing the skill to interpret the capability of the adversary to determine the most appropriate course of action.

This research realigns the game, transcending colonial shackles, a security paradigm of surveillance and control. A rereading of *Kim* provides the means for a new interpretation of Kipling’s discourse where the relevance of situational intelligence is broadened to situational awareness. In seeking to resolve our understanding of the game, each separate, seemingly disconnected element is linked. The linkage is subtle, yet omnipresent, and is best represented in the method and process used in this research, underscoring the significance of events interpreted from multiple perspectives, which may reveal complexity ranging from the Ojibway worldview to the impact of Jewish and Muslim jurisprudence through to ethical policing and beyond. Understanding impact through assessment provides a competitive advantage and supports the concept of a relational human security model.
A living systems approach to quantifying critical incidents and assessing community impact reveals a correlation between the quantitative analysis of data and the qualitative meaning and experience associated with critical incidents. The process identified in this research—utilising all sources of information, validating and testing reliability, and developing actionable intelligence—serves as a baseline model to be incorporated into policing critical incidents, protest and maintenance of community safety. The research revealed the complex nature of an apparently simple model, a complexity not previously fully explored. One of the benefits of the CIAM model is the ability to transcend international boundaries with minor contextually relevant adjustments, and to provide deeper layers of awareness for EESP and generate culturally specific interventions using international approaches to risk management.

The introduction and thesis statement explicitly identify the implications for effective critical incident management and the requirement to move towards an effective CIAM. Reflecting on Bhatti’s 2008 definition, the research and application within the organisation have enabled participants to better understand causal relationships and the impact of events, as well as demonstrated that a systematic process-driven model is paramount when dealing with complex situations, transcending boundaries on an intersectional level. Whilst the idea of pre-, during- and post-conflict assessment is widely accepted, the relational model transcends conceptual thought, evidencing, from the Indigenous perspective, the interconnectedness of critical and Framework incidents.
In the following section the empirical findings will be synthesised in line with the individual research questions. The section will highlight the limitations of the study with reference to validity and accuracy. Of particular importance to insider research are the policy implications for the organisation and by default the participants. The section on policy will demonstrate how research has significantly modified the gathering of community intelligence in relation to a comprehensive spectrum of policing issues, ranging from early warning tension management to public order and protest issues. In addition to policy implications, the research has identified a number of potential research areas at local, national and international levels; these are briefly highlighted before the closing remarks.

9.1 Addressing the research questions

The empirical findings are located in each of the following chapters: “Expressing Incidents as Experienced, Evidenced, Potential”; “Exploring the Community Impact Assessment Model”; “Mapping Leverage Points”; and “Creating a New Policing Legacy.” Findings are identified and synthesised into each of the responding directives below:

1) Evaluate how tension is currently monitored by the participants in relation to the Framework and compare the effectiveness of the community impact assessment model in relation to the role of participants.

a) The current reporting model used by the organisation places a significant amount of responsibility on readers to apply their mental maps (Smith, 2013) to interpret the information, as no analysis is present. The use of a heuristic model (EESP) addresses analysis and
mental maps provide an accessible level of understanding to those reading the report. Further, the enhanced sequential decision-making process rooted in risk management emphasises Kwa’s (2012) approach where increases in complexity require multilayered decision-making skills based on accurate assessments.

b) Process-oriented models with clearly defined categories provide an enhanced method to interpret the capabilities of communities and the police when facing rises in tension, or when the police are required to mobilize. The operational scope provides agility within the EESP model, which aligns with Bullocks’ (2013) finding that flexible intelligence systems are more productive.

c) As a process-oriented model the CIAM provides the option to engage in longitudinal analysis of complex interrelated issues, demonstrates accountability, and is representative of an evidenced-based intelligence-led (Ratcliffe, 2005) police strategy to counter tension and engage the community during critical incidents.

2) Utilize an iterative research cycle to evaluate the CIAM, collaborating with participants on a framework issue and quantifying the response through the Ontario Mobilisation and Engagement Model of Community Policing.

a) The findings suggest that the current Aboriginal Critical Incident definition would benefit from being reviewed. There is potential to build on the example provided in this research to the level of a
provincial definition. The current definition used by the organisation is not holistic and appears adversarial. Incorporating a new definition designed in collaboration with Indigenous communities would be more reflective of changes that have occurred in policing and would stress the inclusivity that all parties are seeking.

b) The results of the questionnaire and circle indicated that the community impact assessment is a viable tool that could be put to use in the organisation. In addition to a structured process both full-time and part-time participants should be given training in conflict resolution incorporating analysis, dialogue, engagement and resilience training. This would further enhance their standing in the community and contribute to developing detailed assessments for analysis and action.

c) The iterative examples revealed an opportunity to incorporate the CIAM into a situational hub as part of the community mobilization process. As material is recorded and kept independently, the creation of a CIAM database would provide a repository of information, risk evaluation and intervention strategies.

3) Despite technological advances, the CIAM has not evolved to accommodate the growth of available information in the public sphere. From an exploratory perspective incorporating the aims and aspirations of situational intelligence models, how could information be communicated more effectively to inform and improve operational decision-making?

a) In order to address this issue the research examined the results by unpacking the methodology suggested in ‘Practical Advice on Critical
Incidents’ (ACPO) and the standard-operating procedures for community impact assessments (Police Scotland). Addressing the methodology enabled the research to explore in-depth the application of mapping. The most significant addition to the literature is an application of the CIAM based on an open-source incident. Demonstrating how the Ushahidi platform can be used to provide an enhanced illustrative and narrative description of tension also addresses the issues raised by Innes and Roberts (2011) and ICOCO (2010). Mapping provides a significant contextual advantage to the CIAM model presented in this research.

b) Leveraging crowdsourcing as a component part of community mobilization emphasises a transactional component whereby either selected stakeholders or ad-hoc contributors provide an assessment of community tension in real time. This transforms the role of the participants into both gatherers and verifiers of information. It was identified that the current process does not examine crimes, trends or external incidents that may also impact the situation as a whole. Furthermore, from an analytical perspective access to open-source material, in combination with platforms that analyse social media, provides further means to validate actionable information.

c) Designing and incorporating criteria to manage open-source information within the EESP is a new and necessary component to theory and literature supporting the broader concept of CIAM in the literature. Ideally all information would be corroborated; however, the heuristic forms a visible framework whereby decision-making is
informed through the intersubjective and accuracy is increased. The adoption of a crowd-sourced approach manoeuvres the CIAM into a relational human security paradigm, where the ‘gaze’ is also self-reflective.

9.2 Limitations

Limitations have emerged in the research and its subsequent development into a thesis. In the initial stages of implementing the questionnaire, it was considered that there was a relatively small sample participating. However, consistency was maintained throughout the six-month research period, and it was clear that those participating were fully engaged and interested in seeing the results. During the Giwetashskad (Circle) the normal flow involves the passing of a ceremonial object within the group. Although this process stalled at one point, members of the group continued to follow the principles of the Giwetashskad. Due to timing and operational issues the opportunity for a further circle to discuss the implications of the open-source heuristic criteria was not seized.

In relation to data gathering from the online questionnaire the initial format appeared to be corrupted due to the version of Internet Explorer used. This was remedied and in actual fact stimulated conversation between the participants and the researcher. A query has always surrounded the research, as it was not made clear to the researcher after the research had ended if the model would be formally adopted by the organisation. This is an important point, as the study explores the previous attempts to order and structure surveillance.
This research did not fully explore the potential of crowdsourcing as a means to record and develop further mapping possibilities exploring temporal and spatial analysis. There are lessons to be learned in the timing and location of events and factors that serve to increase or decrease the volatility of the crowd. This may be due in part to a failure on behalf of the researcher to actively engage and convince the organization to adopt Ushahidi in the early stages of the research. However it was clear that the organization wanted to limit potential reputational risk through the research. Although initially determined or interpreted as hesitancy on the part of the organisation to engage in developing a robust model, the direction and focus of the research benefitted from using this perceived obstacle to understand both the formal and informal culture of the organization and academia.

Regarding accuracy and validity, the research adopted the approach of Creswell (2015) in relation to the triangulation of data, using an online questionnaire, focused discussion, and policy/literature research. The tools were developed to reflect an exploratory convergent design. Beginning with quantitative and then qualitative data, the synthesis of information revealed the lived experience of the participants. The issue is further identified by, Burke-Johnson, Onwuegbuzie & Taylor (2007) where the issue of validity and accuracy within research is framed around discussions of representation, legitimation and integration (2007, p. 54). The research aimed to generate convergence of the design and integration of a focused tool for a law enforcement organization in Ontario. The views of the participants have been represented as their lived experiences and reviewed and incorporated into the research using IPA as a proven methodology.
Legitimacy is achieved through an innovative application of IRM. This approach clarified the complexity of lived experience and to a degree integrated the concept of research as ceremony, through the consultation of elders, the adoption of reciprocal practice, and the observance of Indigenous teachings such as the use of sacred medicine and Indigenous research tools. The adoption of a relational security paradigm enabled the participants and organization to integrate their thoughts and ideas to prevent past failures from reoccurring. The full integration of the CIAM is yet to be realized; however this may be due in part to the development and delivery of training and a standard operating procedure (forthcoming in September 2016) to follow. Each of the research methods adopted at convergent stages enabled scrutiny of the data and produced significant results which reshaped the CIAM and also led to developments such as the introduction of a social media component to the EESP model. Although Burke-Johnson et al. (2007) redefine validity in mixed methods as legitimacy and focus on accurate representation in academic study, each of the terms are also relevant to the organization and community members, Indigenous and non-Indigenous.

From the organizational perspective, the limitation of sharing information that may reveal tradecraft could be interpreted as a lack of full representation of the data sources available for research. The research agreement formed the essential structure to initiate the research and provides the means for enquiry to take place as integration and access to data is key to the legitimacy of integrated research findings. The research presented in this thesis acknowledges the limitations presented thus far, but seeks to acknowledge and celebrate the potential of the lived experience to
transform and transcend boundaries to shape new policy and methodology in reducing the tension leading to the management of critical incidents.

9.3 Policy implications

A reading of the research identifies the problematic nature and potential ethical issues associated with monitoring and evaluating tension. As identified in the fourth chapter (Creating a new policing legacy), the issue of bio-political ordering is raised by Monaghan (2013), Monaghan and Walby (2012a) and Foucault (1979). The concept of the bio-political and relationship to current methodology highlights clear links to its use in the colonial context. As the requirement for security and surveillance developed, the use of hotspot analysis was questioned. As the research breaks down the understanding of how to create a CIAM there are assumed ethical guidelines in place. Consider the example of the CIAM mandate to ‘do no harm’. Whilst the CIAM is situated in a relational human security paradigm based on an open and transparent community intelligence model there is potential for the information to be misused. Data could possibly be manipulated or misrepresented. However as the research has experienced the practical application of the model over a six-year period the likelihood of this occurring is low.

The research also affects policy more broadly on several levels, including human rights, the United Nations Declaration on the Rights of Indigenous Peoples, and core policing activities that bring the police into contact with marginalized and non-marginalized population groups. The CIAM model calls for a potential shift of critical incident management within
the organisation toward a community-focused model, requiring the redrafting of the critical incident and framework statement.

9.4 Future research

The following points provide further avenues and opportunities to develop future research in a necessary and complex area of policing. The suggested studies identify the emergent nature of transnational policing policy and reflect the growth in similarity of nascent critical incident models.

- Initiate a study with Anishinabek Police Services in Ontario to examine the application of the community mobilization model in tandem with the CIAM. Emerging from the research is an apparent lack of connection to the Anishinabek or First Nation police forces. Evidence from participants indicated that data sources from the Anishinabek police forces were not included in all weekly reports, or in the community mobilization model. This information indicates that the potential exists for further study into this area, as well as development of an Indigenous perspective and integration of the mobilization model at a community level. It is conceivable that interventions described in the research as control measures would be specific and unique to Anishinabek communities, presenting new options that could be evaluated across Indigenous communities in Canada.

- Similar to the above research opportunity, reinvigorate the CIAM model in the European context, examining community tension through a transnational security agency such as the Organisation for Security and Cooperation in Europe (OSCE). There is the opportunity to augment data collected across European organisations and to engage
identified partners in crowd-sourcing information to provide early warning indicators as to tension and the likelihood of critical incidents emerging in relation to specific trends, such as violence against immigrants and refugees or incidents of hate crime involving all communities, not only the marginalized and vulnerable. The approach would provide empirical evidence to test the effectiveness of the CIAM.

- Engage in a longitudinal study using Ushahidi as a platform to evaluate the EESP model in relation to vulnerable communities in metropolitan centres. Utilizing a volunteer crowdsourcing approach, cross-referenced with crime and intelligence data, would provide a detailed analysis of the CIAM. This research approach would provide an evaluation of relational security and policing as a methodology to proactively assess tension and tailor adequate policing resources. Using a phased approach the aggregated data would provide comparative qualitative information to police and stakeholder information, broadening community mobilization from the individual and family to the community level.

- Apply the CIAM and participate in a study of Indigenous experience and relations in the context of the policing of protest in the Global South, drawing specifically on the experience of using crowdsourcing of information as a systemic approach to modelling responses to protest and human security issues. Indigenous communities across South America are facing a number of human security-related issues, which include but are not limited to environmental damage, human
trafficking, violence, and the right to self-determination. The CIAM provides a means to re-evaluate approaches to crime reduction and community safety whilst incorporating analysis of the impact of organised criminal activities on vulnerable and marginalized people.

In closing

The thesis not only concludes the research with the participants and the organisation, but also opens up the findings within the transnational context. The potential application of the Community Impact Assessment Model has the ability to shift understanding of critical incidents to a new paradigm whereby accurate modelling of tension is achievable without resorting to significant investment. The flexibility and agility of the system incorporates a dynamic systems model emphasizing a holistic solution to complex issues. This presents an opportunity for any organization with significant community interaction to initiate early warning models to prevent tension from escalating. Where a situation has escalated, the flexibility of the model provides an opportunity to develop intervention to restore balance, enabling harmonic transformation. Application of the CIAM in conjunction with clear guidance and expectation setting will assist many Indigenous and vulnerable communities facing tension on a global scale.
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**Appendices**

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Appendix A: Recruitment Letter

Duty to Consult: Quantifying Critical Incidents – Assessing Community Impact

Dear Colleague

The Provincial Liaison Team (PLT) has achieved significant recognition for outstanding work in community engagement, major incident planning and operational decision making. The stature of the PLT has encouraged many forces to review and visit the OPP to engage in learning and their own organizational development. A significant example includes the visit of European officers to evaluate the PLT method and continued training requests from outside of the organization.

My interest in the PLT begins with my role as a Community and Diversity Officer in the UK police. I performed a similar role to the PLT, engaging with communities and planning for significant operational events. Whilst in the UK I assisted in the development of the Community Impact Assessment model. This model provides a means to measure and understand an incident and assess the level of impact on a community. In conjunction with the Aboriginal Policing Bureau we would like to recruit you to join a research project.

The research project will be focused, beginning in January and ending in June. The research will evaluate the Hub report and focus a community impact assessment on a major issue for each of the regions.

The research follows an action based research model, which encourages participation from those directly involved in the policing of communities. As a participant you will be invited to complete a several questionnaires. The suggestions that you give will improve the reporting and hopefully assist in enhancing the Hub report.

We are also viewing this research as an opportunity to evaluate the Ontario Mobilization and Engagement Model of Community Policing and implement some analysis such as mapping and reviewing of Twitter. A professional network page will be developed on the Intranet to demonstrate the material and provide all members of the PLT with the opportunity to review research and remain fully informed.

The participant information sheet (below) contains more information and I would encourage and welcome you to participate in this project. Thank you for taking the time to consider this request and I hope to engage and perhaps meet with you over the period of the research.

Respectfully

Adrian Bhatti
OPP Analyst/ PhD Candidate.
Appendix B: Participant Information Sheet

Duty to Consult: Quantifying Critical Incidents – Assessing Community Impact

The PLT occupy a specialised role within the organisation focusing on engagement and the management of critical issues on behalf of the community and the OPP. Consequently you are being invited to participate in research organised by Adrian Bhatti, a member of the OPP and a PhD candidate (University of Portsmouth) in conjunction with the Aboriginal Policing Bureau.

The research is aimed at understanding how relationships are shaped between communities and the police, how policing actions affect communities and can police decision making be modified to reflect the distinct needs of communities and First Nations. Using a tension and risk assessment tools the PLT are being asked to contribute and actively engage in the study to develop an accurate method of tension reporting that enables the police to better respond to community issues.

You have been selected to participate in this voluntary study based on your role as a member of the PLT. The research will slowly begin to introduce a new format for the HUB report. Your input will be to shape and comment on the suitability of the HUB by responding to brief questionnaires starting in February and finishing at the end of May. The questionnaires are short, between 10/15 questions delivered 5 times, examining community tension within the APB document. Any changes that you recommend to the Hub document will be included. The questionnaires will be made anonymous, and delivered ‘online’.

For each of the regions we will complete a Community Impact Assessment. This assessment examines, in depth a critical regional issue. You may wish to contribute to this too, in-fact your input would be warmly received and included in the questionnaires. We will be providing regular updates and feedback via a professional networks page on the intranet. Your participation is purely voluntary and it is your decision to take part. If you decline or wish to withdraw, prior to, or during the research this will not cause any detriment. Adrian will maintain confidentiality and anonymity across the entire research project; however any data gathered may not be destroyed. If you chose to participate please respond to this email using the consent form that is included below.

Your role in the research will be kept strictly confidential. The information will be stored in a secured environment, locked down and electronically protected. All of the material generated in the study will be destroyed in accordance with OPP requests. On a regular basis you will be provided with updates and access to the material. Once the research is completed all PLT members will be provided with a written report evaluating the research as a case study. During research period the material and Adrian may be interviewed by members of the university to ensure that the research is being ethically conducted.

This is, potentially the first significant study of the OMEMCP and the PLT in Ontario and Canada, as such we are taking steps to ensure that the research is being appropriately conducted especially in relation to Indigenous research methods. One clear benefit is the development of a system and process for accurately monitoring and evaluating tension, enabling the deployment of appropriate policing resources through improved engagement with the community. Which may impact the policing of indigenous communities in other areas of Canada and internationally.

If you have any concerns please contact Adrian on 17053301385, join the professional network group or you may contact Adrian’s University supervisor Dr. Barry Loveday or Dr. Alison Wakefield on 011-44-2392-843933 at the University of Portsmouth (UK). Thank you for taking the time to read this information and considering your potential involvement.

Adrian Bhatti PhD Candidate 440094
Appendix C: Participant Consent Form

Duty to Consult: Quantifying Critical Incidents-Assessing community impact

Name of Researcher: Adrian BHATTI 440094

- I confirm that I have read and understood the information sheet for the above project and the researcher has answered any queries to my satisfaction.
- I understand that my participation is voluntary and that I am free to withdraw from the project at any time, without having to give a reason and without any consequence.
- I understand that any information recorded in the research will remain confidential and no information that identifies me will be made publicly available.
- I consent to being a participant in the project.
- I confirm that I have read and understand the information sheet dated................. (version............) for the above study. I have had the opportunity to consider the information, ask questions and have had these answered satisfactorily.
- I understand that data collected during the study is confidential but may be examined by the University of Portsmouth or by a liaison in the Ontario Provincial Police as indicated in the information sheet.
- I give permission for these individuals to have access to my data subject to the confidentiality protocol of the research.

I agree to take part in the above study.

________________________
Name of Participant: Date: Signature:

________________________
Name of Person taking consent: Date: Signature:

If different from the researcher

________________________
Researcher: Date Signature

When completed: 1 for participant; 1 for researcher’s file
Appendix D: Example Semi Structured Interview - Questionnaires

Duty to consult: Quantifying Critical Incidents – Assessing community impact

Researcher: Adrian Bhatti PhD candidate

In the first questionnaire respondents were asked about the effectiveness of the Ontario Mobilization and Engagement Model of Community Policing, a significant proportion of respondents were unsure of the effectiveness of OMEMCP for First Nations communities, how do you feel the model can be improved?

The research is focused on the development of tension monitoring tools and their sustainability. Hand out examples of Weekly Enhanced Hub report

The enhanced hub report provides a review of communities using Experienced, Evidenced and Potential, in relation to Experienced (what the community is telling us) how effective is this tool (some comments have identified the reliability of information, origin of information)?

The Evidenced section of the enhanced Hub report examines how information from policing systems is recorded. Where do you think the recording of ‘what our information tells us’ can be kept and used for further analysis? Is the structure of the PLT designed to consider this kind of information or should this be the responsibility of another unit?

The most recent and final questionnaire focused on identifying the potential of an incident (what may happen) how relevant is this to you and how can you use the information?

Would you like to see the categories Experienced, Evidenced and Potential added to the HUB report?

Hand out example of Community Impact Assessment

The community impact assessment model is, in effect, a risk assessment model which gauges the potential response to policing activity. How are responses to your current methods and procedures recorded? Is the CIA an effective model that can be used by the OPP?

Can you identify any constraints or limitations that would prevent the enhanced model and the community impact assessment from being implemented in the OPP?

Would you like to see a trial run?

Do you have any other comments or ideas?
Adrian Bhatti  
Professional Doctorate Student  
Institute of Criminal Justice Studies  
University of Portsmouth

REC reference number: 14/15.23  
Please quote this number on all correspondence.

15th December 2014

Dear Adrian,

Full Title of Study: Duty to consult: Quantifying critical incidents – Assessing community impact

Documents reviewed:
Research Ethics Submission and Appendices

Further to our recent correspondence, this proposal was reviewed by The Research Ethics Committee of The Faculty of Humanities and Social Sciences.

I am pleased to tell you that the proposal was awarded a favourable ethical opinion by the committee subject to you producing a one page protocol and deleting the reference in the consent form to the professional having sight of the data.

Kind regards,

FHSS FREC Chair  
Dr Jane Winstone

Members participating in the review:

- David Carpenter  
- Richard Hitchcock  
- Geoff Wade  
- Jane Winstone
Mr Adrian Bhatti  
Professional Doctorate Student  
Institute of Criminal Justice Studies  
University of Portsmouth

REC reference number: 14/15:23  
Please quote this number on all correspondence.

9th June 2015

Dear Adrian,

Full Title of Study: Duty to consult: Quantifying critical incidents – Assessing community impact.

Further to your recent ethical approval of 15/12/2014 you have advised that you now wish to extend this to a series of semi-structured interviews. I am writing to confirm that the new documentation has been reviewed and that it has been found satisfactory with regard to ethical compliance.

Kind regards,

FHSS REC Chair  
Dr Jane Winstone
Appendix G  Research Agreement with employer

ONTARIO PROVINCIAL POLICE
TO: Office of the Provincial Commander
Business & Financial Services Bureau
Routing/Approval Slip

DATE: July 3, 2014  OPP LOG #: 1125

☐ RUSH  ☐ CONFIDENTIAL  ☐ FYI  ✓ FOR ACTION

☐ Briefing Note - Minister  ☐ Ministry Correspondence
☐ Briefing Note/Decision Note  ☐ Procurement
☐ Memo  ☐ Letter
☐ Business Case  ✓ Other: Research Agreement

SUBJECT/PROJECT NUMBER: 14-150 – FIPPA RA – Adrian Bhatti

PREPARED BY: Kara Brooks  PHONE #: 705-329-7581

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<th>Date Approved</th>
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<th>Comments</th>
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<td>Director Community Initiatives</td>
<td>[Signature]</td>
<td>2-7-14</td>
<td>2-5-14</td>
<td>N/A</td>
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<tr>
<td>Aboriginal Policing Bureau Inspector Pat Morris</td>
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<tr>
<td>Deputy Director Provincial Operations Intelligence Bureau Inspector Cathy Yeandle-Slater</td>
<td>[Signature]</td>
<td>3-8-14</td>
<td></td>
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<tr>
<td>Manager Research, Planning &amp; Analysis Section Sheryl Maskowen</td>
<td>[Signature]</td>
<td>7-21-14</td>
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<tr>
<td>Deputy Director Business Management Bureau Marjie Clark</td>
<td>[Signature]</td>
<td>4-30-14</td>
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The attached research agreement, as signed by the researcher, pertains to a study designed to examine the current practices of the OPP’s Provincial Liaison Teams (PLT) with regards to their work with Aboriginal Policing Bureau (APB) in order to assess tension levels within communities they are dealing with. Mr. Adrian Bhatti is an Operational Intelligence Analyst working in the OPP's Provincial Operations Intelligence Bureau (POIB); he is currently working on a professional doctorate in Criminology at the University of Portsmouth, UK. The research proposal has been reviewed; the researcher indicates that the project is also supported by Insp. Yeandle-Slater (POIB) and Insp. Morris (APB). This request is deemed to comply with and meet the requirements of Regulation 460 made under the Freedom of Information and Protection of Privacy Act.

Organizational sign off of the attached Research Agreement is requested.

Please return signed Routing/Approval Slip and any comments/signed documents to:
Cara Wiles, Business & Financial Services Bureau
Phone (705) 329-6852

July 2014
RESEARCH AGREEMENT

FREEDOM OF INFORMATION AND PROTECTION OF PRIVACY

This Agreement is made between:

Adrian Patrick Dhillon (hereinafter referred to as the Researcher) and the Ministry of Community Safety and Correctional Services (hereinafter referred to as the Institution).

Indicate method of research by checking one or both box(es) below.

☐ The Researcher has requested access to the following records containing personal and confidential information in the custody or control of the Institution:

☑ The Researcher has requested to:

Engage in a 6 month study of current practices of OPP Provincial Liaison Teams (PLT) in regards to their work with Aboriginal Policing Bureau (APB) in order to apply and assess tension levels within communities they are dealing with. The Researcher will have weekly meetings/reviews weekly reports with APB members using information collected by PLT members governed by protection levels related to open-source information only.

The Researcher plans to evaluate the CIA as a structured process in relation to the work of PLT with APB through the Experienced, Refined, Potential (ERP) system.

The Researcher will survey the users of the CIA system/form at the beginning, the middle and at the end of the research (every 2 months) in order to evaluate and incorporate Action Research Methods.

The Researcher understands and promises to abide by the following terms and conditions:

General:

1. The Institution's Representatives are the Commander of the OPP Business Management Bureau, or his/her designee. The Institution may designate a different representative by written notice to the Researcher at any time.

2. The Researcher agrees that the Institution may, in its sole discretion, carry out security checks on all individuals who have access to any personal or organizational information, data systems or physical facilities covered by this Agreement.

3. The Researcher will give access to personal information in a form in which the individual to whom it relates can be identified only to the following persons:

N/A

Obligations of the Researcher:

4. Before disclosing personal information to persons mentioned above, the Researcher will enter into a written agreement with those persons to ensure that they will not disclose it to any other person.

5. The Researcher will not contact any individual to whom personal information relates, directly or indirectly, without the prior written authority of the Institution.

6. Interviews/questionnaires must be conducted/completed on a voluntary basis with the informed consent of participants.

7. The Researcher will not use the information collected through interviews/questionnaires or file reviews for any purpose other than the following research purposes unless the Researcher has the Institution's written authorization to do so:

To analyze, apply and evaluate the operational effectiveness of the Community Impact Assessment (CIA) to the policing of plural communities in Canada. The project plans to quantify the management and mitigation of

This agreement is in accordance with R.R.O. 1990, Reg. 405, Form 1

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risk during Critical Incidents (CI) and assess the potential application of tools to evaluate and reduce the impact of an incident on a community.

8. The Researcher will keep the information physically secured at the following location, to which access is given only to the Researcher and the persons mentioned above in Item 8:

Provincial Operations Intelligence Bureau, OPP General Headquarters, 777 Memorial Ave, Orillia ON

9. The Researcher agrees not reproduce any confidential and/or personal information documents provided by the Institution.

10. The Researcher will either retain or destroy all documents containing individual identifiable and/or any confidential lists of names provided by the Institution by:

December 2016.

11. The Researcher shall provide the Institution with a draft manuscript prior to its finalization, and the Institution shall have the opportunity to provide timely comment on its contents in consideration of requirements made under the Freedom of Information and Protection of Privacy Act.

12. Upon review and discussion of the draft final manuscript by the Institution, the Researcher shall consider the comments of the Institution as made under Item 11 above, prior to finalizing the manuscript in a manner that is compliant with the Freedom of Information and Protection of Privacy Act. The Researcher shall also provide the Institution with a copy of the manuscript in its published form.

13. The Researcher shall indemnify the Institution, its employees and agents against all costs, losses, expenses and liabilities incurred as a result of any claim or proceedings related to this Agreement, including with respect to the inappropriate release by the Researcher of personal information in contravention of this Agreement or otherwise.

14. If the Researcher shall default in carrying out any of the Researcher's obligations under this Agreement, which determination shall be in the sole discretion of the Institution, then the Institution may immediately terminate this Agreement without any further notice to the Researcher.

Declaration of the Institution:

15. The Institution shall be provided with an opportunity to review a final draft manuscript, and may, in its own discretion, provide comments as to its contents and in consideration of requirements made under the Freedom of Information and Protection of Privacy Act. Such review and comments will be provided within thirty (30) days of the Institution’s receipt of the Researcher’s final draft manuscript.

16. The Institution reserves the right to catalogue its copy of the Researcher’s published manuscript in the OPP’s Edic H. Still Reference Library collection.

Notification:

17. The Researcher shall notify the Institution in writing immediately upon becoming aware that any of the conditions set out in this Agreement have been breached.

18. Notices under this Agreement shall be in writing and sent by personal delivery, including electronic transmission or by ordinary prepaid mail.

19. Notices to the parties shall be sent to the following addresses:

Researcher:
Adria Patrick Bhaiti
Provincial Operations Intelligence Analyst
Ontario Provincial Police
777 Memorial Ave
Orillia, Ontario L2V 7V3
Adria.bhaiti@ontario.ca

Institution:
Ontario Provincial Police
Business Management Bureau
Lincoln M. Alexander Building
777 Memorial Ave
Orillia, Ontario L2V 7V3

This agreement is in accordance with R.R.O. 1990, Reg. 460, Form 1
Governing Law:

21. This Agreement and the rights, obligations and relations of the parties shall be governed by and construed in accordance with the laws of the Province of Ontario and, in particular, the Freedom of Information and Protection of Privacy Act and the Federal laws of Canada applicable hereto. The parties do hereby submit to the jurisdiction of the Courts of the Province of Ontario.

22. Under s. 61 of the Freedom of Information and Protection of Privacy Act, as amended from time to time, any person who willfully discloses personal information in contravention of the Act or who willfully makes a request under the Act for access to or correction of personal information under false pretences is guilty of an offense and on conviction is liable to a fine not exceeding Five Thousand Dollars ($5,000).

Signatures:

Signed at Orillia, this 30th day of June 2014.

[M. Clark]
Business Management Bureau,
Deputy Director

Adrian Bhatti AP (M)

Digitally signed by Adrian Bhatti
AP (M)

This agreement is in accordance with R.R.O. 1990, Reg. 460, Part I

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# Appendix H UPR16 Form

## FORM UPR16

### Research Ethics Review Checklist

Please include this completed form as an appendix to your thesis (see the Postgraduate Research Student Handbook for more information).

<table>
<thead>
<tr>
<th>Postgraduate Research Student (PGRS) Information</th>
<th>Student ID:</th>
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<tbody>
<tr>
<td>PGRS Name: Adrian Ellis</td>
<td>446094</td>
</tr>
<tr>
<td>Department: IGUS</td>
<td></td>
</tr>
<tr>
<td>Start Date: OCT 2012</td>
<td>First Supervisor: Barry Loveday</td>
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### Study Mode and Route:

- [X] Part-time
- [ ] Full-time
- [ ] MPhil
- [ ] PhD
- [ ] MD
- [ ] Professional Doctorate

### Title of Thesis:

Duty to consult: Quantifying Critical Incidents - Assessing Community Impact

### Thesis Word Count:

40865 (excluding ancillary data)

---

If you are unsure about any of the following, please contact the local representative on your Faculty Ethics Committee for advice. Please note that it is your responsibility to follow the University's Ethics Policy and any relevant University, academic or professional guidelines in the conduct of your study.

Although the Ethics Committee may have given your study a favourable opinion, the final responsibility for the ethical conduct of this work lies with the researcher(s).

### UKRIO Finished Research Checklist:

(If you would like to know more about this checklist please see your Faculty or Departmental Ethics Committee or see the online version of the full checklist at [http://www.ukri.org.uk/ethics/standards-of-practice-for-research](http://www.ukri.org.uk/ethics/standards-of-practice-for-research))

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<tr>
<td>a) Have all of your research and findings been reported accurately, honestly and within a reasonable time frame?</td>
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<td>☐</td>
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<tr>
<td>b) Have all contributions to knowledge been acknowledged?</td>
<td>✔️</td>
<td>☐</td>
</tr>
<tr>
<td>c) Have you complied with all agreements relating to intellectual property, publication and authorship?</td>
<td>✔️</td>
<td>☐</td>
</tr>
<tr>
<td>d) Has your research data been retained in a secure and accessible form and will it remain so for the required duration?</td>
<td>✔️</td>
<td>☐</td>
</tr>
<tr>
<td>e) Does your research comply with all legal, ethical, and contractual requirements?</td>
<td>✔️</td>
<td>☐</td>
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### Candidate Statement:

I have considered the ethical dimensions of the above named research project, and have successfully obtained the necessary ethical approval(s).

Ethical review number(s) from Faculty Ethics Committee (or from NRES/ACREC): 14/15/23

If you have not submitted your work for ethical review, and/or you have answered 'No' to one or more of questions a) to e), please explain below why this is so:

Signed (PGRS): [Signature]

Date: 20/09/16

UPR16 – August 2015
Appendix I  Ontario Community Engagement model