

# IPRAS MODEL

# INTEGRATED POLICE RESPONSE FOR ABUSED SENIORS



Model Development Synthesis



Montréal 



Chaire de recherche sur la maltraitance  
envers les personnes âgées  
Research Chair on Mistreatment of Older Adults

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# IPRAS ACTION-RESEARCH PROJECT

## Project description

Police officers are called to intervene in different situations of mistreatment, at home or in nursing homes. Their status of first responders, as well as the ties maintained with the community make them key actors in the intervention process for preventing and countering mistreatment of older adults. However, detection and assessment of risk factors regarding mistreatment of older adults are not done in a systematic manner. Although they already identify situations of mistreatment, the majority of first responders (police and firefighters) have no standardized intervention approach.

The *Integrated Police Response for Abused Seniors (IPRAS)* action research project aims to empower police officers to recognize these situations and to take action. The project was jointly carried out by the Research Chair on Mistreatment of Older Adults at the University of Sherbrooke and the Service de police de la Ville de Montréal (SPVM<sup>1</sup>). This three-year project, funded in part by the Government of Canada through the New Horizons for Seniors Program, began in the summer of 2013 and ended on June 30, 2016. The final outcome of IPRAS project was the development of a police practice model to counter mistreatment of older adults by achieving the following objectives:

1. Document police practices regarding mistreatment of older adults;
2. Document the SPVM police officers' practices and needs regarding detection, follow-ups and intersystem collaboration;
3. Develop a practice model (detection, intervention and follow-ups) or adapt the existing ones;
4. Implement, as a pilot project, this practice model in the SPVM, including support mechanisms to police practice;
5. Evaluate the implementation and effects of the practice model by conducting some pilot projects;
6. Review and adjust the practice model;
7. Implement the revised practice model throughout all the SPVM;
8. Promote this new practice model across Canadian police services, scientific community and practitioners in the health and social fields.

This document describes the whole IPRAS process that has led, at the end, to the development and implementation of a final police practice model to counter mistreatment of older adults throughout the SPVM's territory. It outlines the steps taken to develop the theoretical and operational components of the model, the stages of its implementation, the evaluation of its implementation and effects, and the adjustments made to the final model. Finally, this report concludes with an overview of the final model adopted by the SPVM, known as the IPRAS Model (Integrated Police Response for Abused Seniors), which will be referred to, throughout this report, as the IPRAS Model.

.....  
<sup>1</sup> The SPVM serves the entire population on the island of Montréal. The Police Service has 32 local units known as Neighbourhood Police Stations (NPSs) which are grouped in four regions (North, South, East and West). These 32 NPSs provide services for two million people living on the island and a floating population of about one million circulating in the territory for work, entertainment or for other reasons.

## Overall Process

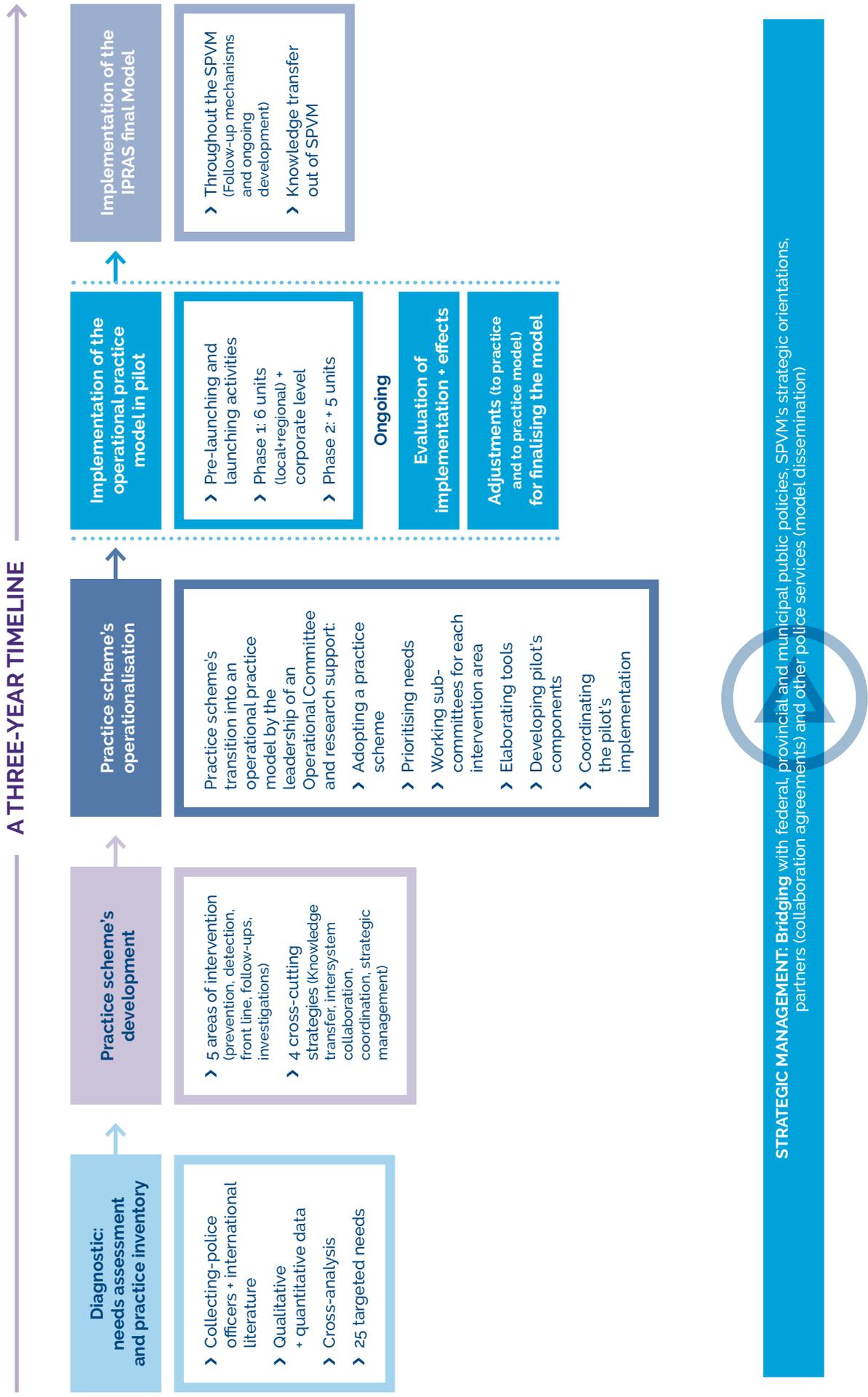
Through the development of a police intervention model, the IPRAS project aimed at a change in practice—since the sole implementation of tools provides only a partial and incomplete response, regardless of the issue (Chamandy, Courville & Rivest, 2011). Thus, throughout the three years, a series of steps were taken to ensure that a practice model and some tools were developed, that all SPVM officers were trained and able to use these tools and, finally, that the overall IPRAS process remained transferable to other police services.

The result of the work accomplished throughout these steps is based on the project's unique strength, which is **the sharing of expertise of the different actors**. The development of a major action research project such as IPRAS was only possible by combining the expertise of the police, researchers and partners, as well as their willingness and deep commitment in this project.

The overall IPRAS approach is shown in Figure 1. The five stages of the project will be described in the following sections. Throughout the project and in a cross-cutting manner, the *strategic management* serves as the cornerstone for the overall approach. It ensures the project's alignment with public policies (federal, provincial and municipal), the SPVM's strategic orientations, partners (collaboration agreements) and other police services (model dissemination).

Figure 1 shows the overall process used during the IPRAS action-research project.





**FIGURE 1: IPRAS OVERALL PROCESS**

# 1. DIAGNOSTIC: NEEDS ASSESSMENT AND PRACTICES INVENTORY

The first step of the IPRAS process was to document the police practices at the provincial, national and international level, as well as the practices and needs of the SPVM officers on mistreatment of older adults. In order to do so, about ten activities of documentary research and data collection were carried out between July 2013 and December 2014, seven of which were directly related to police officers. Altogether, **160 scientific articles and governmental documents were analyzed, and 46 police services, 32 partners and more than 800 SPVM police officers** were consulted (Figure 2).



NPS: Neighborhood Police Stations · IC: Investigation centres · CO: cooperation officers  
CRO: community relations officers · “Senior” mandate · Proj: specific projects

**FIGURE 2: OVERVIEW OF RESEARCH AND DATA COLLECTION**

Data analysis allowed to identify 25 **priority needs** to be addressed in order to enhance the SPVM’s contribution in countering mistreatment of older adults (see Figure 4). The IPRAS research team also suggested to the SPVM to implement an integrated model to the overall organization rather than establishing a specialized team.

## 2. PRACTICE SCHEME'S DEVELOPMENT

The results of the preceding phase allowed, in January 2015, to design a **practical scheme** that is based, firstly, on the five police intervention areas (prevention, detection, response to calls/ front line intervention, follow-ups and investigations/judicial process) and secondly, on four cross-cutting strategies to these five areas (knowledge transfer, intersystem collaboration, coordination and strategic management).

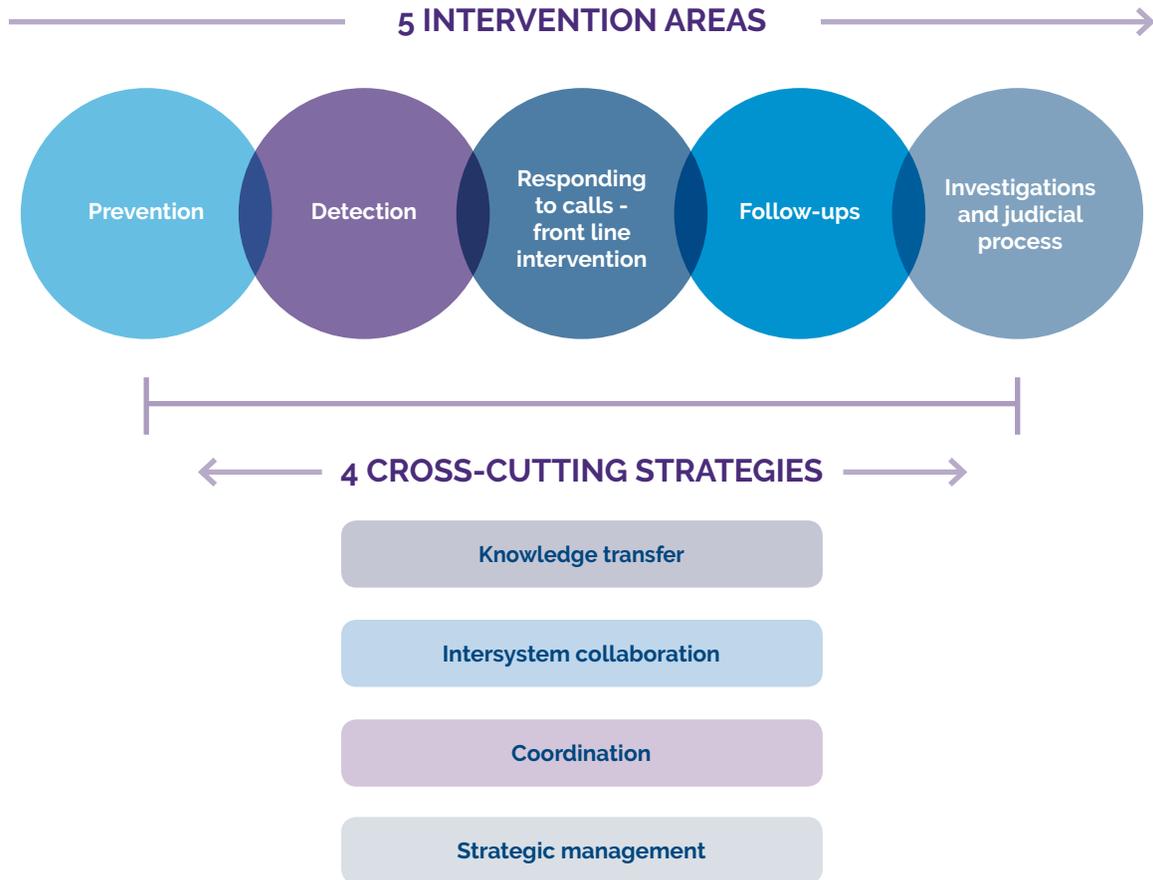
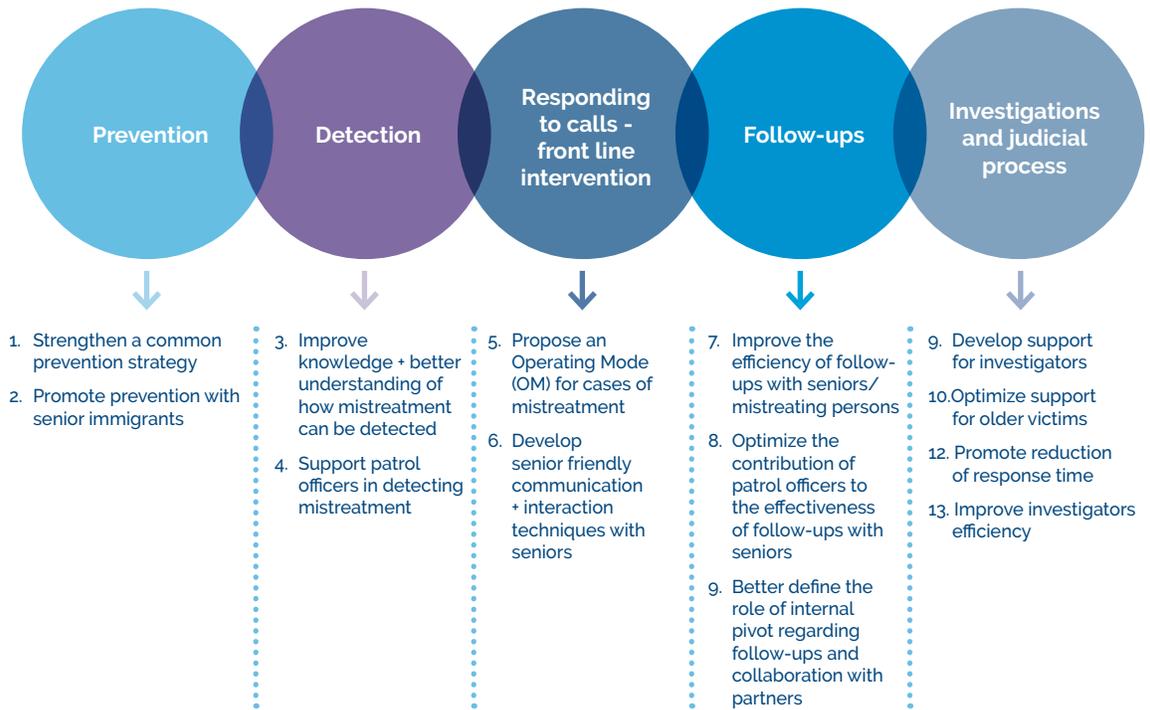
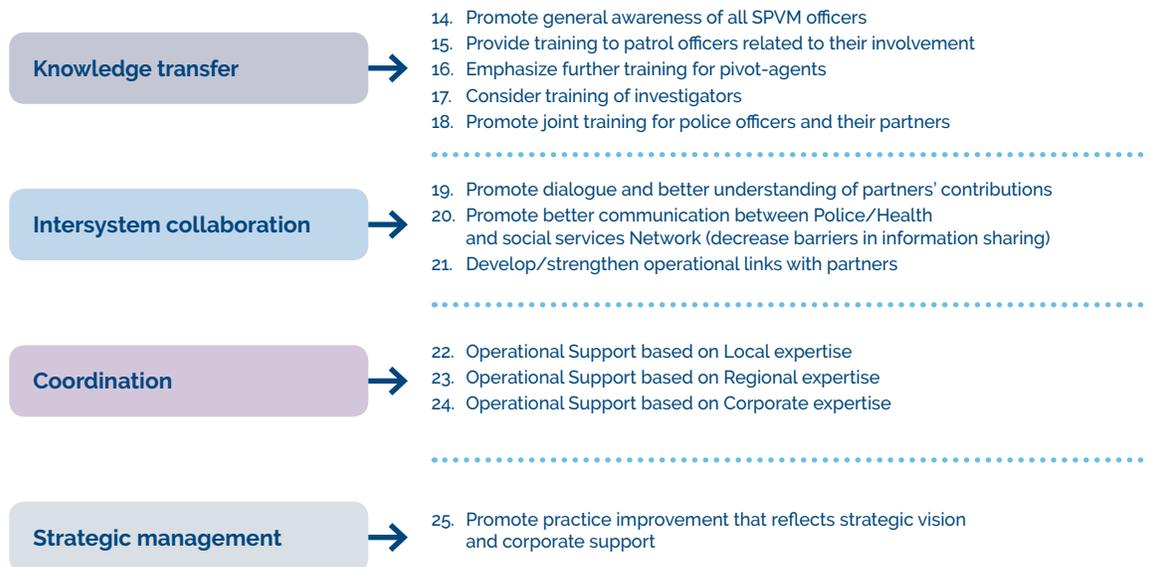


FIGURE 3: PRACTICE SCHEME

## 5 INTERVENTION AREAS



## 4 CROSS-CUTTING STRATEGIES



**FIGURE 4: NEEDS IDENTIFIED BY INTERVENTION AREAS AND CROSS-CUTTING STRATEGIES**

### 3. PRACTICE SCHEME'S OPERATIONALIZATION

In order to take the leadership of the operationalization phase and its implementation, and to support the research team in evaluation activities, the SPVM accepted, in February 2015, the proposal of the IPRAS research team to form an **Operational Committee** responsible for implementing the integrated practice scheme.

The Operational Committee consisted mainly of a chief inspector (appointed as responsible for the Committee), the corporate Resource Officer (RO), heads of some NPSs, as well as representatives for SPVM corporate units (training and communications). The research team was also part of the committee.

The Operational Committee's mandate was to: a) prioritize needs to be met and practices to be implemented in a pilot project; b) define the implementation strategy of the model in a pilot project; and c) support the research team in planning and implementing the evaluation of the model's implementation in pilot project. The committee's mandate was also to ensure management communication within the units involved in the pilot project.

In order to prioritize needs to be fulfilled and map out the best operational responses, the Operational Committee created a **working sub-committee** for each of the five components of the police intervention continuum (prevention, detection, response to calls-front line intervention, follow-ups, investigations and judicial process). It is important to stress that the pilot project's time frame did not allow to respond to all the needs identified in the practice scheme. The SPVM therefore targeted the priority needs to be met. Thus, the first component of the police intervention, the "prevention", was not implemented during the first phase of the pilot project, but its content was developed.

The work of the Operational Committee and five working sub-committees allowed to define the operational practice model to be implemented in the selected units for the pilot project, as well as the required components for its implementation: 1. The development of a Local Guideline regarding mistreatment of older adults as a guidance structure; 2. The development of an online training module on the SPVM's intranet platform called Campus<sup>2</sup>; 3. The integration of an IPRAS coordination within the SPVM's three-level coordination structure (corporate, regional and local); 4. The reinforcement of corporate, regional and local partnerships; and 5. The preparation of a communication plan to promote the implementation process.

Finally, the committee defined a pilot project's implementation strategy: pre-launching and launching activities, guidance and follow-up structure and dissemination activities. The IPRAS research team selected the units according to the following criteria: 1. significant presence of older adults in the neighbourhood, one unit (NPS) must have dealt with several interventions with older adults and be composed rather by a homogeneous population; the second unit was required to be less experienced and rather serve a multicultural population. The Operational Committee wished to add a third unit to enhance the model's testing.

.....  
<sup>2</sup> Campus is the SPVM's online platform dedicated to the continuous training of police officers.

## 4. OPERATIONAL PRACTICE MODEL'S IMPLEMENTATION, EVALUATION AND ADJUSTMENTS

### Implementation of operational practice model in pilot

Once the operational practice model was developed, the SPVM implemented the two-phase pilot project. The pilot implementation was based on a strategy aiming at each of the five components previously mentioned (guidance, training/tools, coordination, partnership and communication), as well as the evaluation. **Phase 1** of the pilot project was launched in May 2015 in the three local (NPSs) and three regional units (North, East, West), as well as at the corporate level. Some pre-launching activities were previously carried out to raise awareness and prepare police officers and partners to the implementation of the project. This first implementation phase took place from May to October 2015. An evaluation strategy of the implementation and the effects of the operational practice model was developed and applied during this phase. The objective was to identify the elements that enabled or impeded the implementation, the reasons why and to identify the elements on which adjustments were required (see section 4.1).

Four months after this first implementation, the Operational Committee decided to extend the pilot project into a second phase, by adding four other NPSs and the fourth and last regional unit (South). **Phase 2** was implemented in November 2015 and, just like phase 1, this implementation was preceded by a period of preparation with key actors involved in the pilot project. This second phase included the main adjustments from findings and recommendations of the phase 1 evaluation. The evaluation of implementation and effects of phase 2 was continued by the research team from November 2015 to February 2016 (see section 4.1).

### Evaluation of operational practice model in pilot

The evaluation of the operational practice model was based on the **realistic approach** (Pawson et Tilley, 1997; 2004). This approach aims at understanding how the programs work (models) as well as the context and circumstances in which they take place. Using this approach allowed to position the pilot project in a perspective of practice improvement. The evaluation process was also based on the **participatory approach**, which emphasizes the importance to appreciate the knowledge, understanding and experience of all actors involved in the implementation of the pilot project. The combination of these two approaches provided a realistic and complete overview of the strengths, challenges and ongoing improvement of the operational practice model implemented in the SPVM.

This section presents the main highlights of the implementation and effects evaluation on the operational practice model, implemented as a pilot project in seven NPSs and four SPVM's divisions. The main findings and adjustments made to the practice and the operational practice model are first underlined for the implementation and then for the effects.



## 4.1 Evaluation of the implementation

The evaluation of the implementation of the operational practice model during phases 1 and 2 of the pilot project aimed to determine whether its implementation had worked and identify key elements that favored or hindered the implementation. It focused on understanding how the process was working in terms of: 1. general implementation process and leadership; 2. coordination structure; 3. Local Guideline and its tools; 4. intersystem collaboration; 5. training; and 6. communication.

### Phase 1

An ongoing evaluation of pilot project's Phase 1 took place throughout the whole implementation process. Thus, nine evaluation activities involved the collaboration of about 300 participants or sources of information. Adjustments were made to the practice and to the practice model following research recommendations resulting from phase 1. Some adjustments were also made in the course of the pilot project, following the experience of police officers who suggested adjustments according to the issues they encountered.

### Phase 2

As for Phase 2 of the pilot project, the evaluation consisted of an ongoing observation of the pilot project's key activities. At least 130 participants contributed to the evaluation of this phase. The observation of Phase 2 mainly highlighted the adjustments made to the practice and the practice model following Phase 1 of the pilot.

## Main evaluation findings (phase 1) and adjustments made to practice and IPRAS practice model (phase 2)<sup>3</sup>

*The Operational Committee was crucial for the operationalisation and implementation of the practice model.*

**Adjustments (phase 2):** A special attention was paid to the optimization of operational and management communication. The role of heads of units regarding management communication and leadership on the promotion of the operational practice model was further clarified. A management communication sheet was developed and transmitted to the 11 heads of units during the pre-launch activity.

<sup>3</sup> This presentation of highlights does not constitute a complete summary of the findings from the evaluation and implementation report. Its only purpose is to highlight the most significant elements.

*Resource Officers (RO) played a central role in the implementation of the practice model.*

**Adjustments (phase 2):** ROs of pilot 1 took an active part in the training of new ROs. Awareness meetings and the development of a support kit for the model's implementation allowed them to share their knowledge and advice on the operational practice model with the new ROs. A full training day for all ROs was also planned in order to optimize their knowledge on aging and mistreatment of older adults.

*The dissemination of the operational practice model was characterized by the diversity of formats and messages used during launching activities at the corporate, regional and local levels.*

**Adjustments (phase 2):** The development of a single presentation/animation canvas for launching activities resulted in a more uniform presentation of the operational practice model. This presentation was mostly intended for the various actors of phase 2 of the pilot. The information provided was then better defined and the most important messages were disseminated more strategically. All police officers received the Local Guideline and its tools.

*The implementation of a local and regional coordination structure provided a better support to patrol officers and investigators in handling mistreatment cases.*

**Adjustments (phase 2):** ROs and local units' supervisors increased feedback and awareness activities with patrol officers to encourage them to detect more situations of mistreatment before referring cases to ROs. Moreover, each unit involved in the pilot identified replacement officers to support the work of ROs. An analysis chart was also developed to support ROs and patrol officers. This chart provides guidance on the commitment and the work distribution of patrol officers and Local Resource Officers. Finally, the Corporate RO's role was clarified and consolidated.

*Support between Local and Regional Resource Officers (ROs) was bolstered by the implementation of conference calls held every two weeks.*

**Adjustments (phase 2):** The conference call format focused on creating and favoring a community of practices between ROs. The Corporate RO was responsible for coordinating and leading this community. A complementary way of communication (e-mail group) was established between members of this community.



*The Local Guideline's description of Local and Regional ROs' roles was clear and realistic, but could be enhanced by the inclusion and clarification of roles of other key police officers in practice.*

**Adjustments (phase 2):** The Local Guideline was thoroughly reviewed by the Operational Committee. The document was improved by the addition of the role of detective-sergeants who perform a first screening to dispatch investigations (controllers) and also by the corporate RO'S role, as well as the clarification of roles regarding supervisors.

*Among the tools developed for practice (appendices of the Local Guideline), the Detection Pocket Tool was the most evenly distributed and best known by patrol officers.*

**Adjustments (phase 2):** The development of a single presentation canvas for the operational practice model and a support kit for the implementation contributed to an even distribution of tools. It also contributed to a continuous promotion of tools in all units involved in the pilot projet. The intervention flowchart was revised in order to simplify its presentation and facilitate its use by police officers.

*Patrol officers and Local and Regional Resource Officers (ROs) found challenging to fulfill certain expectations described in the Local Guideline.*

**Adjustments (phase 2) :** A strategy for promoting successful stories regarding cases of mistreatment was established to show tangible benefits of the IPRAS operational practice model and strengthen the commitment of police officers in detecting, making referrals and writing police reports. A report template and tips for writing were also developed to encourage patrol officers to optimize the quality of their reports. The setting up of a community of practices among ROs and the clarification the Corporate RO's role helped reinforce *coaching* and *support* opportunities for Local and Regional ROs.

*Collaboration between Resource Officers (ROs) and their main partners was facilitated by the links that were established before the project's implementation.*

**Adjustments (phase 2):** All units involved in the two phases of the pilot project updated the list of partners and older adults available resources. The mandate for establishing and coordinating relations with corporate partners was given to the Corporate RO.

*Team intervention in duo or in triad has proven to be a collaborative practice highly valued by Resource Officers (RO).*

**Adjustments (phase 2):** Members of the Operational Committee developed an “analysis chart” on the duo/triad intervention (roles and limits of all actors) and on pitfalls to avoid in order to prevent ROs' work overload. A knowledge transfer activity involving police officers and partners allowed a joint exploration of *The practice of intersectoral teamwork between a police officer and a practitioner from the public or non-profit health and social services network. Practice Guide.*

*The online training module turned out to be an effective support tool for ROs or managers (e.g., sergeants) in their roles within the IPRAS.*

**Adjustments (phase 2):** The online training module was updated by the addition of new content, including a section of mistreatment cases, a services list by geographical areas, report templates and tips on writing reports for mistreatment cases.

*The communication plan contributed to the IPRAS project dissemination during its various phases with various internal and external audiences.*

**Adjustments (phase 2):** The communication plan was updated in order to meet the project's progress. New activities, documents and communication tools were created to continue to reach various target audiences.

## 4.2 Evaluation of the effects on the practice

The purpose of the evaluation of the effects was to understand the direct effects of the operational model on the SPVM's police practice. This evaluation included the five components of the police intervention (prevention, detection, response to calls/front line intervention, follow-ups, investigations/judicial process) and the four cross-cutting strategies of these five components (knowledge transfer, intersystem collaboration, coordination and strategic management). It also highlighted what was developed and operationalized through the operational practice model, the improvements and consolidations made, as well as the challenges and issues encountered. **Table 1** presents the key highlights of the evaluation of the effects for the pilot's phases 1 and 2.



**TABLEAU 1: EVALUATION OF THE EFFECTS: MAIN FINDINGS  
– PILOT PROJECT (PHASES 1 AND 2)**

| AREA/<br>STRATEGY                                  | IMPROVEMENTS MADE   | CHALLENGES TO BE MET<br>TO STRENGTHEN EFFECTS   |
|--|---|---|
| <b>Detection</b>                                   | <ul style="list-style-type: none"> <li>› Patrol officers feel better equipped and better informed to detect cases of mistreatment.</li> <li>› Patrol officers tend to report more non-criminal cases and propose that their intervention follow-ups are ensured by their Resource Officer (RO).</li> <li>› The establishment of RO strengthened 2<sup>nd</sup> line detection – based on doubts reported by patrol officers.</li> </ul> | <ul style="list-style-type: none"> <li>› Optimize front line detection by promoting the Detection Pocket Tool and clarifying the concept of “relationship of trust” in mistreatment situations.</li> </ul>  |
| <b>Response to calls - front line intervention</b> | <ul style="list-style-type: none"> <li>› The number of reports taken by patrol officers when they intervene with older adults increased.</li> <li>› The quality of recordable information in the reports of some patrol officers improved.</li> <li>› Patrol officers feel more comfortable when intervening with older adults.</li> </ul>  | <ul style="list-style-type: none"> <li>› Foster enrichment of the information included in reports.</li> <li>› Better equip patrol officers in order to facilitate their interactions with older adults.</li> </ul>  |
| <b>Follow-ups</b>                                  | <ul style="list-style-type: none"> <li>› ROs became more aware of the importance of their involvement in non-criminal cases (cases aiming at reassuring older adults and/or meeting their needs).</li> <li>› Complementary involvement of Local and Regional RO facilitated follow-up management.</li> <li>› Identification of new partners, especially in the public network, facilitated collaborations in follow-ups.</li> </ul>     | <ul style="list-style-type: none"> <li>› Strengthen the involvement of patrol officers in follow-ups and referrals. This would alleviate the ROs’ workload and would allow them to spend more time follow-up management and feedback intended for patrol officers.</li> </ul> |

|  |  |  |
|--|--|--|
| <b>Investigations /<br/>judicial process</b> | <ul style="list-style-type: none"> <li>› 60% of investigators involved in Pilot 1 believe that support from Regional ROs is the most helpful IPRAS' component.</li> <li>› Positive involvement of controllers who ensure the initial identification of older adult cases in investigation centres.</li> </ul>  | <ul style="list-style-type: none"> <li>› Promote non-judicial problem solving.</li> <li>› Better equip investigators in order to facilitate their interactions with older adults.</li> </ul>   |
| <b>Knowledge transfer</b>                    | <ul style="list-style-type: none"> <li>› Awareness and knowledge transfer to various police profiles highly rely on the teaching skills of ROs.</li> <li>› Patrol officers and investigators are able to better understand on the operational practice model when they receive feedback on specific mistreatment cases.</li> </ul>   | <ul style="list-style-type: none"> <li>› Further promote the online training module and ensure basic training for police officers regarding mistreatment of older adults and IPRAS practice model.</li> <li>› Make sure police officers receive periodic awareness reminders regarding mistreatment of older adults and IPRAS practice model.</li> </ul> |
| <b>Intersystem collaboration</b>             | <ul style="list-style-type: none"> <li>› Consolidation of joint and complementary collaborations (in team) with NGO community workers.</li> <li>› Partners notice that the police presence has significant dissuasive effects on persons who mistreat older adults.</li> <li>› Partners noted that the police presence in non-criminal cases has beneficial effects in terms of older adults safety and prevention of mistreatment.</li> </ul> | <ul style="list-style-type: none"> <li>› Promote the development of trust relationships between partners and various police profiles, mainly with ROs.</li> </ul>  |
| <b>Coordination</b>                          | <ul style="list-style-type: none"> <li>› ROs helped operationalize the IPRAS Model in all units.</li> <li>› Consolidation of Corporate RO's role facilitated the animation of the RO'S community of practices as well as the flow of information between units and the Operational Committee.</li> </ul>   | <ul style="list-style-type: none"> <li>› Appoint replacements in all unites to ensure continuity of practice when ROs' are off duty.</li> </ul>  |
| <b>Strategic management</b>                  | <ul style="list-style-type: none"> <li>› The ongoing adjustment of the model enabled an effective implementation to the entire service.</li> </ul>   | <ul style="list-style-type: none"> <li>› Promote mobilization of units' leaders through regular communication with operational leaders.</li> </ul>   |



## 5. DISSEMINATION OF THE FINAL IPRAS MODEL (INTEGRATED POLICE RESPONSE FOR ABUSED SENIORS)

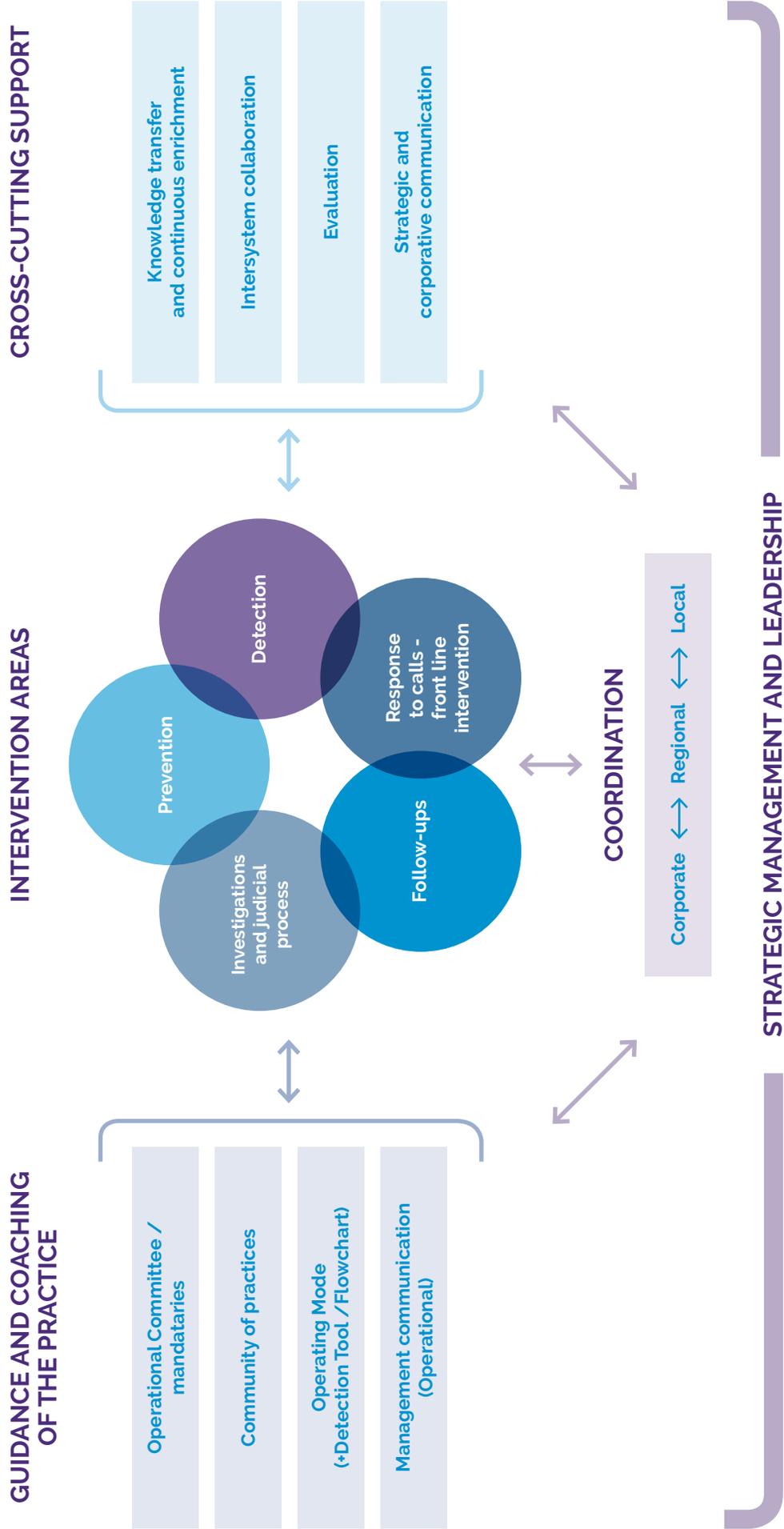
The results of the evaluation presented in the previous section were used to target the adjustments to be made in order to implement a revised practice model throughout the SPVM. The dissemination of the model to other police services across Québec and Canada is scheduled to begin in the summer 2016.

The revised and adopted IPRAS Model is shown in figure 5. It includes five integrated components. At the centre are the police intervention areas, on which the practice scheme based and from which the needs surfaced and were then grouped and classified. These circles represent the core of the IPRAS Model. The other elements in the model run crosswise to the intervention areas. They offer to police practice **coordination** (local, regional and corporate), **guidance and coaching** (Operational Committee, Operating Mode, management communication, community of practices) and **cross-cutting support** (knowledge transfer and continuous enrichment, intersystem collaboration, strategic and corporate communication, evaluation). **The strategic management and leadership** serve as anchors to the model as a whole, illustrating the importance of the ongoing commitment of managers (strategic level) to all the other components of the model.

The model has 22 **courses of action**, which are broken down into 57 individual **actions**. **Practices** for each action were developed within the SPVM and **perspectives for ongoing improvement** have already been identified and will allow for longer-term practices to be established.

A detailed description of the final practice model can be found in the document *Integrated Police Response for Abused Seniors. Description of the Model's Components*. This document presents the actions developed in each component. It provides, in this way, a more thorough understanding of the final model.

Finally, the document *Integrated Police Response for Abused Seniors. Practice Guidelines for the Implementation of the Model* was prepared to support police services wishing to adapt and implement the IPRAS Model. This guide explains, step by step, how to develop the model according to available tools and means. It provides concrete examples to make this process simple, adaptable and accessible.



**FIGURE 5 – IPRAS MODEL**

## CONCLUSION

The IPRAS Model emerged from a three-year collaboration between university (research) and practice. The involvement of different actors (researchers, police officers and partners) and the pooling of their expertise enabled the development of an innovative model, which meets the needs and challenges related to police practice, while being evidence-based. Achieving this large-scale approach was possible thanks to the external funding, but also to the SPVM's human and material resources invested throughout the project.

This summary outlines the overall process that helped us reach the development of the final model of the police practice. We hope that this document may be used by other police services or other partners for innovating or enhancing their intervention with older adults in their community. The IPRAS Model is also designed to inspire police officers and partners to work together and more coherently in order to prevent and counter situations of mistreatment involving older adults.

Ideally, all adaptation should begin with an assessment of police needs and by identifying their current practices in order to reinforce those that are most valued. Introducing a change in practices requires necessarily to recognize and respect best practices already in place. Successful implementation and sustainability requires, on its part, strategic and operational leadership, an ongoing training program for police officers, the designation of ROs and the ongoing promotion of “success stories” where police makes the difference.

In a context where professionals are increasingly invited to participate in intersystem collaboration practices to counter mistreatment of older adults, one last condition is necessary to ensure a successful model's adaptation: the desire to work collaboratively. The increase and complexity of mistreatment situations requires concerted responses from public, private and non-profit organizations as well as from professionals who are able to work together and respect their differences, while building on the complementarity of their expertise.



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