URBAN AGENDA FOR THE EU

WORKING TOGETHER FOR BETTER CITIES

SECURITY IN PUBLIC SPACES

The Collective Impact model and its application in European Cities with a special focus on the topic of urban security and social cohesion

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Authors:
Rachel Beerman, Mike Beke, Jan Wynarski (Ecorys Security & Justice)

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1. Introduction

This paper was prepared by Ecorys at the request of the City of Mechelen within the wider Urban Agenda Partnership on Security in Public Spaces. The purpose of the paper is to discuss the Collective Impact model. This is a multi-stakeholder approach, used to address complex societal and security problems.

Urban security is a multi-faceted challenge covering different types of crimes (e.g. drug-related crime, juvenile delinquency, organised crime, financial-economic crime, etc.), different types of actors, and different preventive and repressive approaches. It deals with physical (e.g. street violence), but also psychological security threats (e.g. public fear of insecurity) which can have affect on citizens and trust in local governance. The persistency of urban security challenges has generated debate on the effectiveness of existing tools, approaches and measures against these problems. Originating from the United States (US), collective impact models have increasingly become more popular as a "new" way to tackle tough societal challenges.

This paper looks at how local policy makers and security managers can best apply this framework in order to address complex urban security and social cohesion issues within the European context. The report presents:

- a theoretical overview of the collective impact framework, including definitions of the key conditions that are essential to its effective application;
- case studies zooming in on how the framework has been applied to urban security challenges outside in the US;
- a summary of key challenges and limitations of the model, also within the European context;
- recommended practices and guidance on practical steps for local communities to consider and implement the collective impact model.

Additional information and key resources are presented in the Annexes to this report.

This paper is based on a review of around 40 sources. It is important to note the extensive literature that exists on collective impact models, and the limitations of this review. Furthermore, the vast majority of the existing literature focuses on the application of the model to address complex social challenges (e.g. education, poverty, environment, housing, etc.), primarily in a North American context, with limited examples of its use to address urban security problems and/or in European cities. Notwithstanding these limitations, every effort was made to present a thorough and concise summary of the framework and its potential for application in the fields of urban security and social cohesion in the local European context.

2. Theoretical Considerations

2.1 Introduction to Collective Impact

Collective Impact (CI) is a systematic approach to addressing complex problems at the systems level through multi-sector collaboration. It offers a framework for cross-sector collaboration between communities and organisations to solve specific social problems and achieve large-scale change for a common purpose (Kania & Kramer, 2011). As a systems-level approach, CI is based on the premise that complex problems will not be moved by one-time interventions. They require a coordinated effort by multiple actors, working across sectors (e.g., civil society, government, and business organisations) within a structured framework (Kania & Kramer, 2011).

By transforming the behaviour of organizations and participants, the CI framework can help to achieve changes within target communities at both the 'systems-level' (i.e. changes to core institutions within the initiatives geographic area) and at the population-level (i.e. behavioural changes in the target population) .[1] As articulated by Kania & Kramer (2011), the framework moves partners beyond merely collaborating, and urges them to co-create a coordinated strategy and shared commitment for addressing a complex issue:

> *"Shifting from isolated impact to collective impact is not merely a matter of encouraging more collaboration or public-private partnerships. It requires a systematic approach to social impact that focuses on the relationships between organisations and the progress towards shared objectives."*[2]

Rather than trying to achieve a predetermined solution, collective impact organizes groups to generate emergent solutions through a continuous learning process and a shared measurement system that allows everyone to observe the progress and the direction in which it is being made.

The principles of this framework were developed by observing successful community change projects in the US (Walzer, Weaver, & Mcguire, 2016). Every collaborative effort does not need to use the CI framework as a way of organizing. The CI framework is best suited to collaborations focused on addressing complex community needs, problems or opportunities. This is understood as situations in which:

- there are many players at the table, yet no one actor alone can remedy the situation;
- there are gaps and silos in the system;
- there is a lack of coordination among actors;
- there are multiple root causes (e.g. low education, language barriers, migration, mental / physical disability, migration, discrimination / racism, etc);
- new policies or significant policy change are needed;
- innovation or new solutions are required.[3]

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[1] Examples of changes in systems include changes in funding flows, public policy, social patterns and cultural norms. At population level, we refer to changes in individual behaviour (attendance at school, work habits, etc) and changes in the way formal actors and institutions (e.g. educators, medical care providers, human service systems, etc), approach their work. See Spark Policy Institute, & ORS Impact. (2018). When Collective Impact has a Impact: A Cross-Site Study of 25 Collective Impact Initiatives. Retrieved from http://services.igi-global.com/resolvedoi/resolve.aspx?doi=10.4018/978-1-5225-2581-3.ch005; and Collective Impact Forum, "Guide to Evaluating Collective Impact," available https://www.fsg.org/publications/guide-evaluating-collective-impact.

[2] John Kania and Mark Kramer, "Collective Impact", *Stanford Social Innovation Review*: Winter 2011. Available: https://ssir.org/articles/entry/collective_impact.

[3] Maria Rodrigues and Steve Fisher, *Collective Impact: A Literature Review*, Community Works, December 2017; adapted from FSG 2015.

To be implemented effectively, it requires adequate human and financial resources as well as the commitment by all participants that CI approach is the most appropriate. Weaver (2014) contends:

> *"The fact is, not every collaborative effort either has adequate resources or can operate effectively within a complex system that requires a high degree of commitment and coordination. Some collaborative efforts are necessarily more narrowly focused with shorter-term goals and commitments."* [4] Such efforts do not require the CI approach.

CI efforts are still in their early days, but there is a growing understanding about the value of applying CI as a framework to community change efforts, especially in in the social sector in Canada and the United States. The promise of CI lies in the simplicity of the approach – three preconditions and five conditions (described below) – which, if executed effectively, can lead to progressive and significant community impact (Weaver, 2014).

2.2 Key concepts and terms

The CI framework consists of three pre-conditions and five conditions, which, when combined together, establish a shared vision, plan and commitment that coordinates the efforts of diverse community partners.

The **three pre-conditions** include having an *influential champion*, *adequate financial and human resources*, and a *sense of urgency for change* (Hanleybrown, Kania, & Kramer, 2012). Evidence from the literature highlights the importance of engaging influential leaders as critical to CI efforts in many cases. Specifically, these champions lend credibility to the initiative and can bring a sphere of influence to the table that can be tapped for resources, funding and broadening the network. Regarding the sense of urgency for the issue, experience shows that for any type of collaborative initiative to gain traction, the issue being targeted must be perceived as either urgent or important to the targeted community. Finally, the collaborators need to identify the appropriate level of resources required to engage in this work. Sufficient resources must be in place from the beginning if CI initiatives are to succeed.[5] Other pre-conditions that have proven to be essential for getting CI initiatives off the ground are an engaged community and the existence of social innovators.[6]

Five (interconnected) conditions distinguish the CI framework from other collaborative efforts (Kania & Kramer, 2011; Hanleybrown, Kania, & Kramer, 2012). These are: a common agenda; shared measurement system; mutually reinforcing activities; continuous communication; and backbone support organizations. The key concepts underlying these conditions are summarised in the following paragraphs.

The *common agenda* sets the broad framework within which all partners agree to act within. It should provide a statement that describes an outcome beyond what any one partner can achieve on its own. The shared agenda must also include a clear statement that focuses on the actions for change that the group is aiming to accomplish and the priority areas of its work. Finally, a common agenda should include the principles of how the partners intend to work together to drive change (Weaver 2014).

Shared measurement means that all partners agree on a set of indicators or measures to which they will all contribute and use to show their progress (Weaver, 2014). It requires a commitment

[4] Liz Weaver, "The promise and peril of collective impact," *The Philanthropist*: Volume 26 (1): 2014.

[5] Fay Hanleybrown, John Kania & Mark Kramer. "Channelling Change: Making Collective Impact Work", *Stanford Social Innovation Review:* 2012. Available: https://ssir.org/articles/entry/channeling_change_making_collective_impact_work.

[6] Interview with a CI practitioner.

among all partners to not only collect data on the set of shared measures, but also a commitment to share the collected data with all partners. As articulated by Kania and Kramer (2011):

> *Agreement on a common agenda is illusory without agreement on the ways success will be measured and reported. Collecting data and measuring results consistently on a short list of indicators at the community level and across all participating organizations not only ensures that all efforts remain aligned, it also enables the participants to hold each other accountable and learn from each other's successes and failures.*[7]

Mutually reinforcing activities means that each stakeholder agrees to engage in activities that align with their strengths in a coordinated set of actions. These activities should assist and be coordinated with the activities of the other collaborating agencies with a common goal (Kania & Kramer, 2011).

Continuous communication is also necessary to develop trust among non-profits, business leaders and government agencies, foster community engagement and increase buy-in. A strong focus on communication is essential to ensure that multiple partners are strategically engaged. Partners need to know the impact of their contributions and those of others in the group, as well as be able to jointly identify the strategies that have the greatest impact in a timely manner (Weaver, 2014). According to Kania & Kramer (2011), participants require several years of regular meetings (monthly or even bi-weekly) to build up the experience and trust to recognise the common motivations behind their collective yet separate efforts.

A *backbone infrastructure*, whereby a "separate organisation and dedicated staff (e.g., project managers, data managers, facilitators) with a very specific set of skills serves as the backbone for the entire initiative" (Kania & Kramer, 2011). The establishment or existence of the backbone is considered a major advantage of the CI approach. This component of the framework has helped to demonstrate to community development practitioners and cross-sectoral actors that dedicated staff are needed to maintain the focus and forward drive of collaborative efforts (Cabaj & Weaver, 2016). Kania & Kramer (2012) highlight six essential functions that backbone organisations consistently serve across all CI efforts.

The six core roles of backbone infrastructure are:

1. Provide overall strategic direction: This includes building a common understanding of the issue and; providing strategic guidance to develop a common agenda.
2. Support aligned activities: This involves ensuring, and monitoring, the mutually reinforcing activities that are taking place and facilitating dialogue between partners.
3. Establish and manage shared measurement practices: This involves tracking and monitoring agreed upon measurements, and overall management of data collection and analysis,
4. Advance Policy: This is about ensuring an aligned policy agenda is part of the CI effort.
5. Build public will: This work involves coordinating community outreach, handling communications and building consensus and commitment around your issue.
6. Mobilize funding: This work is focused on aligning public and private funding in support of the CI effort's goals.[8]

The backbone organization facilitates all aspects of planning, managing, and supporting the initiative, including oversight of technology issues, data collection and reporting, and communications (Kania & Kramer, 2011). They also play an important role in building trust among partners. They can gather partners to address common measurement strategies and mutually reinforcing activities. In working toward system-level change, backbone infrastructure can also support the development of the collective narrative needed to identify and advocate for

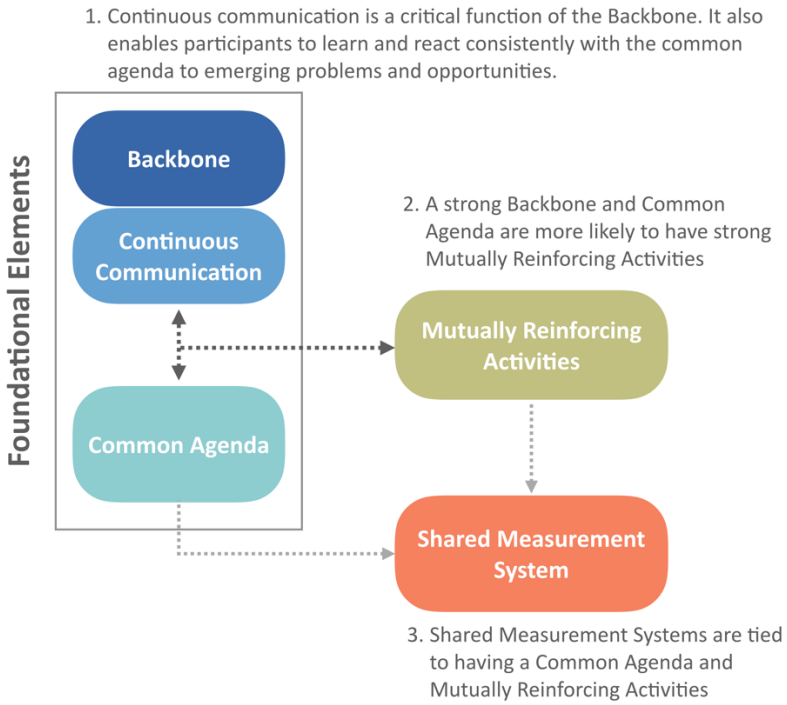
[7] John Kania and Mark Kramer, "Collective Impact", *Stanford Social Innovation Review*: Winter 2011. Available: https://ssir.org/articles/entry/collective_impact.

[8] See also Collective Impact Forum 'Backbone Starter Guide', available https://collectiveimpactforum.org/sites/default/files/Backbone%20Starter%20Guide.pdf.

potential policy changes. (Weaver, 2014). While the core functions are consistent across the vast majority of CI efforts, they can be accomplished through a variety of different organisational structures (See Annex B).

A field-wide evaluation of 25 CI initiatives across North America conducted by Spark Policy Institute & ORS Impact (Spark Policy Institute & ORS Impact, 2018) explored, *inter alia*, the relationship between the CI conditions based on how these conditions play out in practice. The figure below illustrates the interplay and interconnectedness of the five conditions.

Figure 1. Relationship between the CI conditions



Source: Adapted from Figure 16 in Spark Policy Institute & ORS Impact, 2018.

Responding to criticism of the initial framework's limitations (mostly related to an overly technical application of the framework, resulting in *"insufficient attention to the role of the community in the change effort; an excessive focus on short-term data; an understatement of the role of policy and systems change; and an over-investment in backbone support"* [9]), the Tamarack Institute produced an updated **'3.0 version' of the CI framework**. This updated version aims to shift the leadership paradigm underlying CI from 'management' to 'movement building' (Cabaj & Weaver, 2016). Table 1 outlines the significance of this change in terms of the five CI conditions.

Table 1. Evolution of the CI framework

From	To
The Leadership Paradigm	
Management	➢ Movement Building
The Five Conditions	
Common Agenda	➢ Community Aspiration

[9] See blogs by Tynesia Boyea Robinson, retrieved from: http://www.gjcpp.org/en/resource.php?issue=21&resource=200; Schmitz, Paul. 2014. The Culture of Collective Impact [Blog]. Retrieved from: http://www.huffingtonpost.com/paul-schmitz/the-culture-of-collective_b_6025536.html; as cited in Cabaj & Weaver (2016).

Shared Measurement	➢ Strategic Learning
Mutually Reinforcing Activities	➢ High Leverage Activities
Continuous Communication	➢ Inclusive Community Engagement
Backbone Organizations	➢ Containers for Change

Source: Cabaj & Weaver, 2016.

The updated version of CI emphasises community engagement, specifying that the common agenda should be determined by the community and that communications should include a broad range of community members. It also focuses on collective learning instead of collective measurement to and rejects "mutually reinforcing activities" favouring an approach that provides more flexibility for organizations to identify the types of relationships needed for high-impact collaboration. Finally, Collective impact 3.0 considers the backbone organization as a "container for change," thus providing a safe space for social innovators to learn from each other in order to change the way they think about and act on the issue (Cabaj & Weaver, 2016).

Responding to critiques outlined in the CI 3.0 framework (above), Brady and Juster (2016) produced a set of **eight "principles of practice"** to guide CI practitioners. The authors observe:

> "[*W]hile the five conditions Kania and Kramer initially identified are necessary, they are not sufficient to achieve impact at the population level. […] While many of these principles are not unique to CI, we have seen that the combination of the five conditions and these practices contributes to meaningful population-level change*."[10]

The eight principles of practice are:

1. Design and implement the initiative with priority on equity.
2. Include community members in the collaborative.
3. Recruit and co-create with cross-sector partners.
4. Use data to continuously learn, adapt, and improve.
5. Cultivate leaders with unique system leadership skills.
6. Focus on program and system strategies.
7. Build a culture that fosters relationships, trust, and respect across participants.
8. Customize for local context.

Rodrigues and Fisher (2017) observe that these updates – the updated 3.0 framework and articulation of the principles of practice – have served to better align the approach with key principles of participatory community development.[11]

2.3 Phases of collective impact

Evidence from existing CI efforts reveals three distinct phases to get CI off the ground. The first phase, '*Initiate Action'* involves developing an understanding of the landscape of key actors, existing work underway, available baseline data on the targeted problem and initial governance structure that includes credible champions. The second phase, '*Design & Organise for Impact'* involves bringing stakeholders together to develop common goals and shared measures, creation of the backbone infrastructure and bringing the involved organisations in alignment with the shared goals and measures. The third phase, '*Sustain action and impact'* entails implementation of mutually reinforcing activities, active learning and course correcting (Hanleybrown, Kania, & Kramer (2012). The table below outlines these three phases to put the CI model in practice.

[10] Brady, S. & J. Splansky Juster (2016) Collective Impact Principles of Practice: Putting Collective Impact into Action, Collective Impact Forum. Retrieved from: https://collectiveimpactforum.org/blogs/1301/collective-impact-principles-practice-putting-collective-impact-action.

[11] Maria Rodrigues and Steve Fisher, Collective Impact: A Literature Review, December 2017 (prepared for Ninti One).

Table 2. Three phases of collective impact

Components for Success	Phase 1: Initiation	Phase 2: Design & organise for impact	Phase 3: Sustain action & impact
Integration of relevant actors	Identify champions and bring relevant actors together	Engage community and build public will	Continue engagement and conduct advocacy
Governance and infrastructure	Form cross-sector groups	Create infrastructure (backbone organizations)	Facilitate and refine
Strategic Planning	Development of a common objective	Development of a common agenda	Support implementation of measures and align with common agenda
Impact Analysis	Analyse baseline data to identify key issues and gaps	Develop common indicators of success and common system for CI analysis	Collect data and analyse
Product / Deliverable:	Cooperation Agreement	Action Plan	Continuous Reports on activities and impact

Source: Adapted from Kania & Kramer, 2012.

2.4 What makes CI different from other forms of collaboration

Not without its detractors, there is some consensus throughout the literature as to what distinguishes CI from other forms of collaboration. We highlight below a non-exhaustive list of CI's key distinguishing features.

Five conditions of CI. First and foremost, it requires that all five conditions be applied. It is clear from the literature on CI that some initiatives claim to apply a CI approach based on the fact that they pursue a common agenda – or a common end – or have shared measures on which they report. CI is something more rigorous and structured than typical collaboration, and it requires that all of the 5 conditions are applied in combination. The structure, process and relationship-building of putting in place the 5 conditions is perhaps equally as important as the conditions themselves. Research on CI initiatives finds that many efforts using the term do not resemble the uniquely data-driven, cross-sector approach that employs the five conditions of CI, nor are they intentional about building the structure and relationships that enable the emergent, continuous learning over time that is critical to CI.[12]

Independent backbone as neutral broker. The inclusion of a formalised, neutral backbone support infrastructure as one of the five conditions is seen as a major advantage of the CI approach. By contrast, in most other forms of collaboration, multiple organizations collaborate but do not necessarily establish a separate entity dedicated to overseeing partnership activities. The literature indicates that this role can be fulfilled by one single organisation, or alternatively several different organizations can share the role.[13] Whatever its form, it is indeed an important feature of CI that there is a dedicated staff designated for supporting the collaboration.

Brings all the rights actors to the table. An important feature of the CI approach is that it brings all the right actors to the decision-making table to define the problem and identify solutions. It is

[12] John Kania, Fay Hanleybrown & Jennifer Splansky Juster, "Essential Mindset Shifts for Collective Impact," in Collective Insights on Collective Impact, 2014: the term 'silver buckshot' has been frequently used in the field of climate change by leaders such as Al Gore, Bill McKibben and Jim Rogers.

[13] Erickson, Galloway, & Cytron, 2012; Turner, Merchant, Kania, & Martin, 2012; Turner, 2015 as cited in Serena Klempin, "Corridors of College Success Stories: Establishing the Backbone: An underexplored facet of Collective Impact Efforts." CCRC Research Brief, Community College Research Centre (Columbia University), Number 60: February 2016. Available: http://ccrc.tc.columbia.edu/media/k2/attachments/establishing-backbone-collective-impact.pdf.

not merely the number or type of organisations involved that matters, but rather those which are most well-equipped and well-positioned to be engaged in the initiative.[14] Perhaps equally important is an emphasis on identifying collaborators who have personal 'lived-experience' with the issue being addressed.

Data-driven approach that allows for adaptive problem solving. Traditional collaboration efforts have focused on implementing technical solutions that are pre-determined and replicable. By contrast, the architects behind the framework frequently emphasize that in many cases, given the complex nature of the problems that CI addresses, the solutions are not known at the outset. At the same time, CI practitioners have acknowledged that such solutions are often an important part of the overall solution, but that adaptive work is required to enact them.

Uses data to improve, not prove. An important distinguishing feature of CI is the way that it uses data to improve, not merely to prove impact and attribution. In its simplest form, shared measurement involves agreeing on which indicators participants will contribute to and monitor in order to assess progress towards the agreed goal. However, the specific structures that CI creates through the shared measurement condition enables people to come together regularly to look at data and learn from one another to understand what is working and what is not – and this is considered critical to creating real change.[15]

Success comes from the combination of many interventions. The CI framework embodies a shift away from investing in individual, single-point interventions toward investing in processes and relationships that enable multiple organizations to work together. Success therefore comes from the combination of many interventions, whereby each individual intervention is necessary, but not sufficient on its own.

Reduces competition for shrinking resources. By encouraging collaboration rather than isolated impact, diminishes competition for resources and media attention between social change initiatives (Irby and Boyle 2014). This is increasingly important and valuable in a landscape of growing needs and shrinking resources.

[14] Irby & Boyle, 2014; Bartczak, 2014, as cited in Kelly Prange, Joseph Andrew Allen, Roni Reiter-Palmon, "Collective Impact versus Collaboration: Sides of the Same Coin OR Different Phenomenon?" January 2016.

[15] Larry Gemmel, "Letter from the Guest Editor: Collective Impact." The Philanthropist: Vol 26 (1): July 2014,

3. Collective Impact Model in Practice

This chapter presents three examples of how the CI framework has been applied to generate collaborative action in the area of urban security. While this review focused on identifying examples from European cities, most of the literature and available evidence on the CI topic comes from North America and, to a lesser extent, Australia and New Zealand. It may be the case that more European cities have applied the CI framework to their collaborative community change efforts, there are only limited examples where it is strictly defined as such.

It should also be noted that the overwhelming majority of reviewed initiatives target socio-economic and social development outcomes (e.g. health, education, poverty, the environment, housing, etc). The framework remains largely untested in the area of urban security challenges, with a limited number of exceptions. Three of these are highlighted in the remainder of this chapter:

- Case study 1: Ottawa Gang Strategy (Canada)
- Case study 2: Memphis Fast Forward, Operation: Safe Community (USA)
- Case study 3: New York Juvenile Justice (USA)

In addition to the highlighted case studies, there are several examples of initiatives that have addressed broader social cohesion issues, either directly or indirectly, that may be of potential relevance and interest to European cities. Examples include initiatives focused on

- reducing and preventing teen substance abuse (e.g. *Tackling Youth Substance Abuse (TYSA)* in Staten Island, New York[16] and *Communities that Care*[17] in Massachusetts),
- improving juvenile justice outcomes (e.g. *Connecticut Juvenile Justice Alliance*[18], as well as the New York Juvenile Justice initiative outlined in Case study 3); and
- eliminating racism and discrimination as a means to eliminate poverty (e.g. *End Poverty Edmonton*[19] in Edmonton, Canada).

3.1 Case study 1: Ottawa Gang Strategy, Canada

About the initiative

The gang problem is a deeply entrenched and complex social problem that policing alone cannot tackle. The Ottawa Gang Strategy (OGS) is a multi-year, multi-stakeholder CI initiative on the issues surrounding gangs in the City of Ottawa. Building on prior engagement among local stakeholders through the Ottawa Youth Gang Prevention Initiative (OYGPI), the OGS was formed following the 2012 Symposium "Taking Action Together: Addressing Gangs in Our City" with the aim to review key findings, identify opportunities for action and jointly develop the OGS. The initiative encourages a systems and community view of issues related to gangs and inclusive dialogue on prevention, intervention, enforcement and community resilience.[20]

[16] Deborah Milstein and Susan Madden, *Tackling Youth Substance Abuse on Staten Island: A Collective Impact Project*, Harcard T.H. Chan School of Public Health, 2017. Available: https://www.collectiveimpactforum.org/sites/default/files/Tackling%20Youth%20Substance%20Abuse%20on%20Staten%20Island.pdf.

[17] Case study on the Communities that Care initiative are available via the Collective Impact Forum and FSG: https://www.collectiveimpactforum.org/resources/featured-story-franklin-county-communities-care; and https://www.fsg.org/publications/franklin-county-communities-care-coalition.

[18] CTJA website: https://www.ctjja.org/.

[19] End Poverty Edmonton website https://www.endpovertyedmonton.ca/.

[20] Ottawa Gang Strategy, Technical Evaluation Report: Our First Three Years, October 2016.

The *pre-conditions* for successful collective impact were in place:

- Sense of urgency for change: Youth involvement in gang activity and the harmful effects of gangs in Ottawa was a growing concern among community stakeholders. This is evidenced by the series of events planned around addressing this issue since 2006, culminating in the development of the OGS in 2012.
- Influential champion(s): In October 2012, the Ottawa Police Service (OPS), Crime Prevention Ottawa (CPO), the Youth Services Bureau (YSB) and Ottawa Community Housing (OCH) co-hosted a public forum and leadership symposium titled "Taking Action Together: Addressing Gangs in our City" with the aim to engage community members and stakeholders to collectively propose strategies to address gangs in Ottawa. The OGS is a result of the recommendations that were put forward during the event's more than 350 participants (including community stakeholders, grass roots and front line organisations, schools, local government, law enforcement, criminal justice agencies and academia), under the leadership of influential local champions.
- Adequate financial resources: Initial funding was provided by CPO.

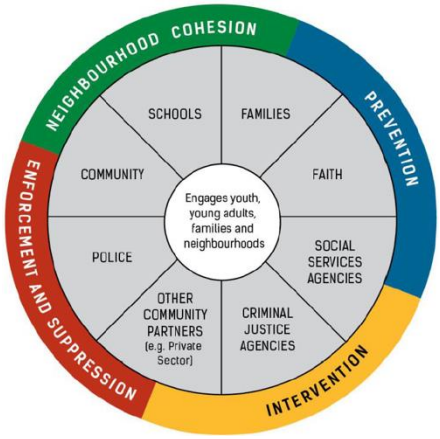
Common Agenda

Led by community stakeholders, the OGS was designed as an integrated approach uniting youth, families, child welfare, schools, community, social service agencies, faith groups, police, and criminal justice agencies in multi-faceted efforts to prevent and reduce gangs in Ottawa. The scope of the OGS addresses gangs in the broader sense and in accordance with the Ottawa Police Services (OPS) definition of a gang. The strategy identifies youth as a priority demographic and as such, includes a strong focus on youth related issues and the often overlapping needs of youths that commit crimes (e.g. mental health, trauma, drugs, poverty, etc). This is reflected in the OGS supporting work plan, which translates the strategy into concrete actions that specifically address the priority areas identified by the community.

The strategy encompasses a full circle approach that focuses on four pillars of activity:

- Neighbourhood Cohesion: Building resilient children, families and communities through positive relationships in gang-affected neighbourhoods.
- Prevention: Taking inclusive and preventative approaches through social development, situational measures, education, awareness and community policing.
- Intervention: Identifying intervention opportunities for children, youth and adults, including those at-risk, on the edge of joining a gang or looking to leave gang life.
- Enforcement and Suppression: Conducting targeted, sustained and effective enforcement.

Figure 2. Full Circle Approach to Gangs



Source: OSG website

An important component of building a common understanding of the problems involved fostering an understanding around trauma and harm. This was achieved through the involvement of subject matter experts on trauma-induced harm and mental health specialists to deliver training to initiative partners.[21]

A technical evaluation of the initiative conducted following the first three years of implementation found that some evidence of progress among the members in better understanding each other's agendas and how they align (e.g. MOU between the John Howard Society of Ottawa (JHS) and OPS; a risk assessment tool now used in other projects and with police and service sector). However, it also found some challenges in this respect due to the complex and shifting nature of the gang problem in the Ottawa context, and the number of stakeholders involved:

> *"continues to be a challenge given the complex and shifting nature of the issues and the number of stakeholders involved. Success or failure in community-based approaches rest in part on how well the problem is understood. The media, the public, politicians, community agencies and police all apply a different lens to the term 'gang' with no consensus or standardization on its definition. This challenge is also observed in the law enforcement community at large, making it difficult to set comparatives and position the problem in a greater context. In fact, many law enforcement agencies across Canada have moved away for using the term 'gang member' to 'persons of interest' because of the inherent difficulties in applying the definition. […] Collective understanding of the escalation of street level violence will require a reframing of the data needed to analyze and refine the problem space.*[22]

Shared measurement

A logic model was developed that defines how the collective efforts support a shared set of short, medium and long-term outcomes (See Annex D). This was built on the set of metrics that were identified in the Strategy. The data capture responsibility rested within each of the initiatives, mostly relying on open source data and sources available within OPS and other community partners. However, the technical evaluation identifies several shortcomings of the OGS shared measurement systems, which is likely to pose similar challenges in different urban security threat areas and geographic contexts. The evaluation highlights the following observations:

- The type of data and the application of jurisdictional boundaries and key terminology varies considerably.
- Terminology associated with the word 'gang' is not consistently defined and applied across Canada, nor is the age definition of 'youth', which can either over or underrepresent the problem and may impact the comparability of data from different sources.
- At the local level, most police services do not publicly report on the number of gang members in their jurisdiction and on the number of shootings associated with gang members. This created significant challenges when analyzing crime trends within and between cities.
- Varying understanding of data collection and a lack of clarity around whether collective data has fed into the success of individual initiatives and if it is being used to make changes.
- Existing tension between the challenge of getting the public and potential funders invested in the process of data collection and performance measurement and their demands for outcomes.
- As both the backbone organization and partial funder, CPO is challenged by determining what they can feasibly ask of the initiatives in terms of measurement and data collection given that they are not funding all the initiatives.[23]

Mutually reinforcing activities

Targeted work plans for each initiative have been created collaboratively in order to define accountability while still maintaining the flexibility of each initiative. The technical evaluation

[21] Inputs obtained via interviewee feedback.

[22] Ottawa Gang Strategy, Technical Evaluation Report: Our First Three Years, October 2016.

[23] Ottawa Gang Strategy, Technical Evaluation Report: Our First Three Years, October 2016.

reports that the OGS has been successful in connecting sectors together (i.e. youth justice and settlement), exchanging information, continually identifying fruitful partnerships and incorporating different perspectives as demonstrated through the various initiatives. There is also evidence that partners are actively learning about new services which are being brought into local communities, connections are being made at the community level (e.g. youth connecting with police) and barriers to the criminal justice system are being addressed (e.g. A1. Bridging the Gap between immigrant communities and the criminal justice system).

Continuous communication

The Steering Committee meets regularly to discuss challenges and opportunities, solve problems collectively, leverage each other's knowledge and resources, and reach into each other's networks to assist when the need arises.[24] The technical evaluation found that there is a need to communicate with the public about the gang strategy with a focus on how to frame it (i.e. using the West End Motivators approach), as well as emphasizing root causes as opposed to placing blame.[25]

Backbone support

CPO is the backbone organisation, and it is housed within the City Government of Ottawa. The fact that it is built into the city government is said to have played an important role in helping to secure sustainable funding via the city budget.[26] CPO constructed the Board of Directors to include the Chief of Police, the City Councilor in charge of security and different stakeholders in the community who are dedicated to the initiative.[27] According to surveyed stakeholders as part of the technical evaluation, CPO has demonstrated great ability to maintain relationships and facilitate connections across multiple sectors, which has reduced barriers with the City and leveraged knowledge of community resources and existing partnerships across a wide range of sectors with an understanding of how they might work best together.[28]

Example Key results

As part of the Guns & Gangs Strategy and Direct Action Response Team (DART) Diversion Program – one of the 12 initiatives that was implemented by OGS – the Ottawa Police Service temporarily reassigned 21 police officers to the Guns and Gangs unit in response to 2014's gang-related violence. They strategically deployed resources to address the street gang problem, which resulted in the following successes:

- Suppressed criminal gang behaviour allowing investigators to concentrate their efforts on individuals who were believed to be connected to the gun violence.
- Over 800 criminal charges against 600 individuals, including gang members, associates and drug offenders.
- In 2014 and 205 seized over 130 crime guns, including 68 handguns and 65 long guns.
- Since 2012, OPS has collaborated with the Canadian Border Service Agency and successfully deported gang members every year.
- Arrests up by 21% to 195 in 2015.
- Ottawa saw a 20% decrease in gang-related shootings in 2015 over 2014.[29]

[24] OGS: A Roadmap for Action, 2013 – 2016: 2-Year Progress Report, 29 September 2015.
[25] Ottawa Gang Strategy, Technical Evaluation Report: Our First Three Years, October 2016.
[26] There is an annual allocation in the city / public budget dedicated to crime prevention activities.
[27] Inputs obtained via interviewee feedback.
[28] Ottawa Gang Strategy, Technical Evaluation Report: Our First Three Years, October 2016.
[29] Ottawa Gang Strategy, Technical Evaluation Report: Our First Three Years, October 2016.

3.2 Case study 2: Memphis Fast Forward (Operation: Safe Community), USA

About the initiative

Memphis Fast Forward (MFF) is a multi-layered CI initiative that was launched by a coalition of business and government leaders in 2005 with the aim to increase economic prosperity and quality of life in Greater Memphis, Tennessee, USA. MFF provides an organizing structure for five separate, issue-specific CI initiatives, one of which is 'Operation: Safe Community' (OSC), a series of five-year initiatives (2007-2011, 2012-2016, 2017-2021) focused on decreasing crime and violence.[30] The OSC is coordinated by the Memphis Shelby Crime Commission (hereafter 'Crime Commission'), a non-profit organisation focused on bringing agencies together to focus on crime prevention using innovative tools.

The *pre-conditions* for successful collective impact were in place:

- Sense of urgency for change: Regional crime rates were among the five worst of all US cities, with violent crime rates in Memphis up to 3.9 times higher than the national average. Awareness of the problems was high across the region, but without any alignment on a strategy to solve them.
- Influential champion(s): Two mayors from the Greater Memphis region reached out to Memphis Tomorrow, an existing association of chief executive offers of the largest businesses throughout Memphis. Sustained mayoral leadership was essential to the initiative's success.
- Adequate financial resources: Programs and strategies of the initiative were funded by an array of public and private sector sources.[31]

Common Agenda

The overarching common agenda of MFF focuses on 'creating good jobs, a better-educated workforce, a safer community, a healthier citizenry and a fiscally strong and efficient government in Greater Memphis.' The Operation: Safe Community (OSC) initiative has its own common agenda focused on reducing crime and increasing public safety. It also has a multipronged strategy for achieving those goals. The strategic plan (2006 – 2011) is based on 15 research-based strategies categorized under the headings 'smart policing', 'aggressive prosecution'; and 'law enforcement / community partnership'[32].

The objectives and expectations for each strategy within the OSC plan, as well as the strategies themselves, were developed in close partnership with*, inter alia,* neighborhood associations, businesses, faith-based organizations, social service agencies, and universities to develop strategies to support the five-year plan and clearly identify objectives and expectations for each strategy within the OSC plan.

Shared measurement

OSC established specific goals and metrics that are tracked, monitored and shared with the community through public reports, newsletters and the media. Progress towards the initiative's goals is captured in an individual dashboard. Data is then aggregated into a publicly available 'macro-dashboard' that tracks the overall progress of MFF.[33] The OSC has also relied on a partnership with the University of Memphis's Center for Community Criminology and Research (C3R) to provide crime trend analysis and research.[34]

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[30] Crime Commission, Safety Plan. Available: https://memphiscrime.org/safe-community-plan/.
[31] Foundation Safety Group (FSG), Collective Impact Case Study: Memphis Fast Forward, 10 September 2013. FSG was a nonprofit consulting firm specializing in strategy, evaluation, and research in the area of social impact.
[32] Violence Prevention in Memphis and Shelby County, Memphis and Shelby County Collaboration Profile. Available: https://youth.gov/docs/collaborationProfile/3230_Memphis_Collaboration%20Profile_2-26-13.pdf.
[33] FSG, 2013.
[34] Violence Prevention in Memphis and Shelby County, Memphis and Shelby County Collaboration Profile. Available: https://youth.gov/docs/collaborationProfile/3230_Memphis_Collaboration%20Profile_2-26-13.pdf.

Among the types of data that are tracked by the initiative include[35]:

- Crimes reported and crime rates, including: major violent crime (murder, rape, aggravated assault, robbery), major property crime (burglary, theft, motor vehicle theft), domestic violence and numbers of youth detained for or victims of crime;
- Comparison of crimes involving firearms (Project Safe Neighborhoods report);
- State-level Offense Crime Trends Report for major violent crime and major property crime;
- Various indicators relating to drug addiction and drug trafficking, including meth lab seizures, children removed from homes due to substance abuse as a contributing factor, drug overdose deaths and trafficking fatalities due to substance abuse.

Mutually reinforcing activities

Activities within Operation: Safe Community are mutually reinforcing of the initiative's goals and of the vision articulated in the overall common agenda. The initiative implemented more than 60 actions during the first five year period; the more than 100 public and private participating organisations each played a different role in the implementation of these actions based on its particular capabilities and specialization.

- One set of strategies focused on prevention of crime through initiatives such as the re-establishment of a dedicated domestic violence court, supported by the establishment of a Family Safety Center to act as a 'one-stop-shop' for services to encourage victims to pursue prosecution; and the SAFEWAYS program to combat crime in apartment complexes[36].
- A second set of strategies supported intervention activities, including through comprehensive school safety plans, mentoring for truant youth and pre-K expansion.
- A third set of strategies targeted suppression of crime through data-driven policing, expansion of Project Safe Neighborhoods (PSN)[37] and increased sentences for crimes with firearms, strengthened nuisance laws.[38]

Continuous communication

Continuous communication is ensured both within and between initiatives. Within OSC, regular meetings are complemented by initiative-specific websites that communicate progress and provide information on strategies, dashboards and success stories.[39] The website of the OSC is also linked through the MFF website. The leaders from OSC and the other four initiative meet monthly to discussed progress, share common challenges, develop strategies and learn from one another's successes and mistakes. In addition, the leaders of each of the 15 OSC strategies help to ensure open communication with OSC backbone organisation's board of directors (Memphis Shelby Crime Commission, discussed below) in terms of what is being done at the ground level.[40]

A key lesson from the experience of MFF is the importance of celebrating successes and sharing credit as key motivating factors to maintain partners' engagement. This is done particularly well in the MFF newsletter, where successes are celebrated with data and specific references to deserving stakeholders across the initiative. In addition, MFF "has also been very proactive about communicating and celebrating results through their local media, as well through regular community convenings that have ranged in size from 150 to 800 people."[41]

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[35] Operation: Safe Community – A Strategic Plan to Reduce Crime in Memphis and Shelby County, TN. Available: https://www.naco.org/sites/default/files/attachments/HSEIMM/OPS%20NACo%20SAS%2012%205%2015.pdf.

[36] The SAFEWAYs is a model program to fight crime in apartment complexes by using anti-trespassing laws and 'authorisation of agency' by which a property owner can submit a photograph of an offender on private property so s/he can be arrested if there is a second offense.

[37] The Project Safe Neighborhoods (PSN) Task Force is a multi-agency team comprised of the US Attorney's Office, District Attorney General's Office, Memphis Police Department and Shelby County Sheriff that uses tougher federal laws to prosecute local offenders of gun-related violence and other serious crimes.

[38] Memphis Fast Forward: The Power of Collective Impact – Results from 2007 – 2011. Available: https://www.slideshare.net/ReidDulbergerCEcD/memphis-fast-forward-20072011-63509116.

[39] OSC website: https://memphiscrime.org/safe-community-plan/.

[40] Violence Prevention Collaboration Profile: https://youth.gov/docs/collaborationProfile/3230_Memphis_Collaboration%20Profile_2-26-13.pdf.

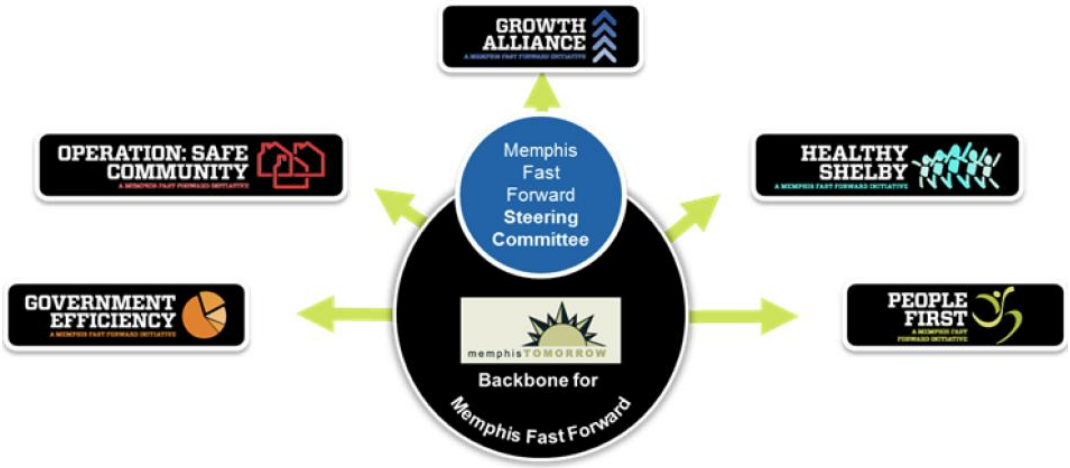
[41] FSG, 2013.

Backbone support

Memphis Tomorrow serves as the administrative infrastructure for MFF, providing staff and support for the broad CI effort. Memphis Tomorrow serves as coordinator and primary funder for the five umbrella initiatives' backbones.[42]

MFF is overseen by a 20-person steering committee constituted by elected and business leaders within the community as well as the backbone organisations for each of the respective issue-specific initiatives (described below). The steering committee is tasked with monitoring data, making decisions, endorsing and advocating the initiative's work and providing some funding for initiative partners.[43] The organizational structure of MFF is illustrated in the figure below.

Figure 3. Organizational structure of MFF



Source: Foundation Strategy Group (FSG), Collective Impact Case Study: Memphis Fast Forward, September 2013.

The backbone organized for the OSC is the Memphis Shelby Crime Commission (Crime Commission)[44]. The Crime Commission includes a 50-member board of directors representing public and private community leaders, including representatives of law enforcement, businesses, schools, local and state government, nonprofit organizations and university faculty. The board of directors provides the overarching leadership for the initiative. Separate from the board president, there is a chair of OSC strategies who provides oversight for the 15 strategies outlined in the plan. Within each of the strategies, there are one to two strategy leaders who coordinate the objectives outlined within the strategy and the corresponding activities. These leaders report their work to the board of directors.[45] Given its layered structure, the MFF initiative reflects a decentralized management model while ensuring connections for shared learning and impact.[46]

Example Key results

In the first five years after the initiative was launched[47]:

- Major violent crimes and property crimes reduced by more than 23%.
- Bank, business and car robberies decreased over 60%.

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[42] FSG, 2013.
[43] FSG, 2013.
[44] The Safe Community Plan 3 (current implementation phase) is coordinated by a new joint venture between the Crime Commission and the University of Memphis, which has created the Public Safety Institute. The Institute is headed by Bill Gibbons, former Tennessee Commissioner of Safety and Homeland Security. He simultaneously serves as president of the Crime Commission. More information is available on the Safe Community website: https://memphiscrime.org/safe-community-plan/.
[45] Violence Prevention Collaboration Profile: https://youth.gov/docs/collaborationProfile/3230_Memphis_Collaboration%20Profile_2-26-13.pdf. FSG, 2013.
[46] FSG, 2013.
[47] Memphis Fast Forward: The Power of Collective Impact – Results from 2007 – 2011. Available: https://www.slideshare.net/ReidDulbergerCEcD/memphis-fast-forward-20072011-63509116.

- National policing models established: Blue C.R.U.S.H. (Crime Reduction Utilizing Statistical History) and Real Time Crime Center.
- New mandatory sentencing for gun crimes and aggravated robberies enacted.
- New anti-blight laws enacted and 500 problem properties lawsuits pursued.
- Family Safety Center established for victims of domestic abuse.
- $2.5 million in state funding obtained for drug treatment / drug court for nonviolent offenders.

3.3 Case Study 3: New York State Juvenile Justice

About the initiative

Between 2010 and 2014, hundreds of organisations and juvenile justice leaders in New York state joined together to reform its juvenile justice system. Among other challenges, youth offenders of even minor offences faced an array of disconnected and ill-designed programs and regulations; the vast majority of youth detained in the juvenile justice system went on to become adult offenders[48]; and more than 60% of youth were likely to be rearrested within two years of release from state custody. Moreover, state facilities were under investigation by the US Department of Justice for brutal conditions of confinement.[49]

The pre-conditions for successful collective impact were in place:

- Sense of urgency for change: There was a clear urgency and potential for change in light of the ineffectiveness, inefficiency and unsafe conditions of detention.
- Influential champion(s): In 2010, a group of cross-sector leaders came together to reform the system. The group included leaders from law enforcement, the governor's office, large state and local agencies, community advocates, judges, and private philanthropic and nonprofit organizations. The urgency of the problem was further bolstered by Governor Andrew Cuomo and NYC Mayor Michael Bloomberg, both having publicly made the case for juvenile justice reform.
- Adequate financial resources: The initial statewide planning effort was funded with support from an anonymous donor and seven private foundations, which was critical as it provided 'seed' or 'risk capital' before state dollars could be allocated.[50]

Common Agenda

The statewide collective impact planning process, led by the Strategic Planning Action Committee (SPAC), brought together cross-sector leaders from law enforcement, the governor's office, large state and local agencies, community advocates, judges, and private philanthropic and nonprofit organizations. Many of the partners had never collaborated before, and some had considerably different views. Over a period of several months, through group worked through their different viewpoints and ultimately created a shared vision for reform: to promote youth success and improve public safety. The state planning process resulted in a strategic plan, *'Safe Communities, Successful Youth: A Shared Vision of the New York State Juvenile Justice System'*.[51]

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[48] State of New York Juvenile Justice Advisory Group, "State of New York, 2009–2011: Three-Year Comprehensive State Plan for the Juvenile Justice and Delinquency Prevention Formula Grant Program," http://criminaljustice.state.ny.us/ofpa/pdfdocs/jju3yearplan2010.pdf.

[49] State of New York Juvenile Justice Advisory Group, "State of New York, 2009–2011: Three-Year Comprehensive State Plan for the Juvenile Justice and Delinquency Prevention Formula Grant Program," http://criminaljustice.state.ny.us/ofpa/pdfdocs/jju3yearplan2010.pdf.

[50] FSG, New York State Juvenile Justice: Progress toward system excellence, January 2014.

[51] http://www.nysjjag.org/Safe%20Communities%20Successful%20Youth%20Full%20Version.pdf. See also: John Kania, Fay Hanleybrown & Jennifer Splansky Juster, "Essential Mindset Shifts for Collective Impact," in *Collective Insights on Collective Impact*, 2014.

Shared measurement

Performance metrics capturing a wide range of data, including juvenile arrests, racial breakdown of arrests, cases under probation supervision, average lengths of stay in detection and family court processing time are now publicly available for the first time.[52] Data is available for New York State (NYS), NYC and the 57 countries outside of NYC. These data were previously held across many different entities and agencies. Now that they are available together in one place, the data can be used for joint analysis and discussion and serve as an empirical tool to drive policy change.

Mutually reinforcing activities

The Steering Committee identified a set of 10 critical near-term action steps in order to launch the work rapidly and with great urgency. Implementation of multiple efforts in parallel helped to dramatically and quickly reduce the number of incarcerated youths.

> *Partners created linked data systems, which allowed agencies to coordinate more effectively. They also established a public database of evidence-based programs for young people in the court system, which enabled providers and families to understand and use the many programs available with greater transparency and access than previously possible. Furthermore, they assembled evidence about alternative sentencing outcomes, which allowed judges to avoid incarcerating young people for misdemeanor offenses only. Finally, they enhanced coordination among government agencies and nonprofit providers. They enacted many additional changes at the organizational, local, and state levels. None of these changes would have been sufficient for large-scale change on its own, but taken together they represented a shift in the system that benefits thousands of young people and communities across the state.*[53]

Continuous communication

The initiative established a regular venue for meetings and discussion of important and timely issues. In addition, in 2013, "eight Regional Youth Justice Teams were launched and began to meet in regions around the state. The design of these teams is the result of a Work Group recommendation to solicit ongoing input from localities and to create a formal mechanism for feedback. Initiated by the SPAC, a statewide RFP was released to launch these teams, sending a clear message to the regions that their input was important to state-level decision-making."[54]

Backbone support

The SPAC was formed to ensure effective implementation of the strategic plan. The SPAC includes leaders from various agencies, organisations and courts from across the state. It is co-chaired by the designees of the Governor and the Chief Judge. The state provides staff to support the SPAC, designated and funded by the NYS Office of the Deputy Secretary for Public Safety, the Office of Children and Family Services (OCFS) and the Division of Criminal Justice Services (DCJS).

Key results

Through a variety of innovations, including the requirement that young offenders are served in local day programs, not residential programs in another part of the state, the number of youth in state custody declined by 45% and juvenile arrests fell by 24% without an increase in youth crime.

Between 2010 and 2012, several key achievements illustrate progress towards improved outcomes for both youth ages seven to 15 and communities[55]:

- The total number of juveniles admitted to detention declined by 23%

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[52] http://www.nysjjag.org/our-work/performance-metrics.html

[53] Kania et al, Essential Mindset Shifts, 2014.

[54] FSG, New York State Juvenile Justice: Progress toward system excellence, January 2014.

[55] NYS Division of Criminal Justice Services (DCJS): Uniform Crime Reporting and Incident-Based Reporting (UCR/IBR) System, Probation Workload System, and DCJS-Office of Court Administration (OCA) Family Court JD/DF Case Processing Database. NYS Office of Children and Family Services (OCFS) detention and placement databases. As cited in: FSG, New York State Juvenile Justice: Progress toward system excellence, January 2014.

- The number of juvenile probation intake cases declined by 20%
- The number of juvenile petitions filed declined by 21%
- Juveniles admitted to state placement dropped by 28%

These and other juvenile justice reform successes paved the way for state leaders to reform state legislation raising the age of criminal responsibility from 16 to 18. This is considered a critical step towards reducing the number of youth exposed to the harsher edges of the adult system.[56]

[56] New York State Unified Court System, Raise The Age Legislation: https://www.nycourts.gov/courthelp/Criminal/RTA.shtml.

4. Challenges and limitations of the model

As much as CI approaches are showing a lot of promise, there are also some warning signs. The simplicity of a CI approach belies the challenges that are embedded in the execution of working collectively on a complex community-change issue. Many organizations and collaborative planning tables think they are implementing CI when they focus on one or two of the conditions or include one or two sectors in their efforts. The intent and innovation of CI is in implementing all five conditions in a focused and measured way with the intent of moving the needle (increasing or decreasing) on a complex community problem.

Another warning sign is the idea that every collaborative effort needs to use the CI framework as a way of organizing. As described in Chapter 2, not every collaborative effort possesses adequate resources or can operate effectively within a complex system that requires a high degree of commitment and coordination. Consequently, some collaborative efforts are necessarily more narrowly focused with shorter-term goals and commitments. Such efforts do not require a CI approach (Weaver, 2014).

Kania and Weaver (2013) further observe that the "solutions that we have come to expect in the social sector often involve discrete programs that address a social problem through a carefully worked out theory of change, relying on incremental resources from funders, and ideally supported by an evaluation that attributes to the program the impact achieve. Once proven, these solutions can scale up by spreading to other organisations." However, such predetermined solutions do not work under conditions of complexity, "conditions that apply to most major social problems, when the unpredictable interactions of multiple players determine the outcomes." CI therefore works differently: "The process and results of CI are emergent rather than predetermined, the necessary resources and innovations often already exist but have not yet been recognized, learning is continuous, and adoption happens simultaneously among many different organisations."[57]

The existing evidence from experimentation with CI in diverse settings and on diverse issues reveals several additional challenges and limitations of the model. These include:

- insufficient attention to the role of community in the change effort;
- an excessive focus on short-term data;
- an understatement of the role of policy and systems change; and
- an over-investment in backbone support.[58]

The process of building a CI effort also poses many challenges. These include:

- the difficulty of bringing together people who have never collaborated before,
- competition and lack of trust among funders and grantees,
- the struggle to agree on shared metrics,
- the risk of multiple self-appointed backbone organisations,
- the enduring obstacle of local politics, and

[57] John Kania and Marker Kramer, "Embracing Emergence: How Collective Impact Addresses Complexity," *Stanford Social Innovation Review*, 2013.

[58] Mark Cabaj and Liz Weaver, "Collective Impact 3.0: An evolving framework for community change," *Tamarack Institute: Community Change Series 2016*, 2016. See also blogs by Tynesia Boyea Robinson, retrieved from: http://www.gjcpp.org/en/resource.php?issue=21&resource=200; Schmitz, Paul. 2014. The Culture of Collective Impact [Blog]. Retrieved from: http://www.huffingtonpost.com/paul-schmitz/the-culture-of-collective_b_6025536.html.

- ensuring sustainable funding irrespective of changes in political leadership (when funding comes from public budgets).[59]

One of the most challenging aspects of launching a CI initiative is developing a shared measurement system, comprising a common set of indicators that monitor performance, track progress, and identify what is working or unsuccessful (Hanleybrown et al., 2012). This is of utmost importance, as the four other aspects of the CI initiative depend upon all stakeholders agreeing on how success will be measured and reported. Kania and Kramer (2011) recommend developing a short but comprehensive list of community level indicators that can be measured across organizations. These indicators will therefore allow organizations to more closely align their goals, engage in collaborative problem solving, and hold each other accountable. Finally, the shared data system is only effective if stakeholders fully disclose all results and use what they have learned to continually refine their collective work (Hanleybrown et al., 2012).

Research on CI initiatives reveal that the shared measurement condition is often misunderstood, because people focus primarily on collecting quantitative indicator data, but they also need to focus on learning. This entails looking at the "why" through continuous communication. Kania (2014) explains that CI evaluation should typically encompass two related but separate kinds of evaluation:

> *The first is performance measurement—do we see indicators moving—that's about the "what." This is important, but Collective Impact work is so iterative we need to also focus on learning that also helps us with the "why." [S]econd, we need to do evaluation that is diagnostic in nature, and diagnostic evaluation requires more frequent iteration-based on tracking qualitative data as well as quantitative data. When we talk about "shared measurement" as one of the five conditions of Collective Impact, people say they get it, and then they go and collect a bunch of quantitative indicators of progress and feel like they're done. But that's not shared measurement—that's just collecting shared measures. You must also look at "why" the indicators say what they do and engage in dialogue about what the data tells you. This can get lost on people.*[60]

An important caveat and limitation of the CI framework is that it does not function as an evidence-based model, where fidelity to a set of instructions or guidelines leads to success. Rather, success remains largely elusive, relying on participants to work together in generating solutions to complex social issues. The field has a need for increased knowledge and better translation from research to practice to support this work (Gillam et al., 2016).

Regarding potential challenges and limitations of the model in the context of European cities, in many European societies, the public sector plays a significantly larger role than in the US. Conversely, in the US, voluntary organisations and foundations have a much more prominent role, as do market-based services and corporations. Competition between different actors is often strong. In European partnerships based on CI, the establishment of cross-sectoral collaborations can challenge the usual division of roles between, for example, municipalities and other actors. Conversely, it is difficult to imagine that it is possible to bring about very large changes without the participation of public actors.[61]

The first CI projects in Europe have been implemented in the social sector focussed on education, poverty, employment or elderly care. Examples can be found in several Member States of the EU. These projects have often been often part of social responsibility programs of companies, initiated by philanthropy or foundations. The research team could not find European CI projects

[59] John Kania and Marker Kramer, "Embracing Emergence: How Collective Impact Addresses Complexity," *Stanford Social Innovation Review*, 2013.

[60] Liz Weaver, "Q and A with John Kania and Fay Hanleybrown." *The Philanthropist*: Vol 26 (1): July 2014. Available https://thephilanthropist.ca/2014/07/q-a-with-john-kania-and-fay-hanleybrown/.

[61] Collective Impact Guide, Collective Impact in a Danish context. https://www.collectiveimpact-guide.dk/collectiveimpact/collective-impact-i-en-dansk-kontekst

in the field of urban security. In order to apply the model to the European context, one has to take into account the different responsibilities of the multi-level structure in the EU that can prevent CI cooperation across different levels of government.

Data protection is another important aspect in Europe when applying CI, as the stricter regulations must be observed. It must first be checked which data can be accessed in which form. In any case, data should be anonymized so that it is not possible to draw conclusions about the individual. If it is necessary to share individual data, this should only be done in aggregated form and only if there are more than three data sets, so that it is not possible to draw conclusions about the individual here either. If data is collected directly within the CI initiative, all participants should be informed about the type of utilization and give their consent. Particularly in the case of minors, applicable data protection regulations must be observed (Bertelsmann Stiftung, 2016).

When the effects of social cohesion and informal social control, referring to the reactions of individuals and groups that bring about compliance with norms and laws, are studied simultaneously in Europe, informal control performs badly as a predictor of neighbourhood crime. This finding could be explained by the tendency of citizens in Europe to be much less willing to intervene personally for the common good and to rely much more than in the US on the community and police to solve neighbourhood problems (Pauwels, Bruinsma, Weerman, Hardyns, & Bernasco, 2018). This could make CI initiatives more difficult to implement in an urban security context.

5. Recommended practices and guidance

This section presents a non-exhaustive list of recommended practices and sets out some practical steps and guiding questions for policy makers and security managers to consider when discussing the possible implementation of the CI model in their local communities.

Recommendation 1. Conduct a 'CI readiness and feasibility' assessment.

Step 1. Determine if CI is the right approach for the security issue, and the extent to which the conditions for success are in place for the initiative to succeed. Such a 'readiness assessment' is most effective when completed by a group of stakeholders committed to addressing a specific social or environmental issue, and the results and implications are discussed together. In determining this, consider questions such as:

- Is there a core group of partners committed to making a measurable impact on a specific urban security problem?
- Does making progress addressing this urban security issue at scale (i.e., across the state/ region / city) require the involvement of non-profits, philanthropy, the public sector and the private sector?
- Does making significant progress against this issue requires systems change, and greater alignment and connection between many organizations?
- Does making progress require both scaling effective work across organizations, as well as identifying new innovative solutions?

If the answer to the statements above is "yes," CI may be an appropriate approach. If the answer to the statements above is "no", consider a different change approach from CI.

Step 2. Determine whether the three critical pre-conditions are in place. In determining whether the three pre-conditions are in place, consider the following questions:

- Are there influential champions or catalysts that can bring cross-sector leaders and beneficiaries together and begin a collaborative planning process?
- Are resources secured (financial, human capital) to support the planning process and potential backbone infrastructure for at least one year, in addition to a long term (5 year) commitment to the issue?
- Is there urgency for addressing the issue in new and different ways, demonstrated by a frustration with the existing situation by multiple actors including policymakers and funders?

If these pre-conditions are not in place, it is recommended to focus on cultivating these elements before beginning a robust CI planning process. Key resources include:

- Channelling Change article Fay Hanleybrown, John Kania & Mark Kramer.
- Memo on Cultivating Influential Champions
- Resource Development / Fundraising items in the Collective Impact Forum Library
- Memo on Creating Urgency

Step 3. Take stock of the extent to which foundational elements of the five conditions are already in place. Consider the following questions:

- Is there a history and culture of collaboration amongst potential organizations in the CI initiative?
- Is there a neutral convener who has the respect of the stakeholders who must come together to address the issue?

- Is there an existing backbone support structure, or a logical organization identified by multiple key leaders that could effectively take on this role?
- Do relationships exist that will enable engaging a broad, cross-sector group of actors to lead the CI initiative?
- Are stakeholders committed to using data to set the agenda and improve our work over time?

The Resources page on the Collective Impact Forum's Getting Started page provides helpful guidance to strengthen the above elements. See also Annex A, Figure 4.

Recommendation 2: Take the time upfront to define the problem and target population in clear and delimited terms. According to a cross-site study of 25 CI initiatives implemented in North America (ORS Impact & Spark Policy Institute, 2018), the CI initiatives that have shown significant progress in population-level changes have defined their problem in such a way that their target population is both:

- Specific rather than universal, encompassing a clearly defined subset of all people experiencing the targeted issue / problem within a defined geographic area, or who have particularly heightened needs;
- Directly reached by the stakeholders at the table, e.g. partners in the initiative provide (many of) the major services and support affecting the target population.

A good practice is to define the population in terms of those with the greatest needs (e.g. chronically homeless, immigrant communities or communities of colour). This helps to ensure that solutions can be oriented around those needs, rather than generally benefiting everyone experiencing the problem. In practical terms, it is advised to:

- Consider examining how your target populations are currently defined and ask whether a more narrowly defined population would be helpful in focusing the work;
- Assess the extent to which the engaged partners have direct contact or influence over the population. If this is not the case, consider recruiting additional partners or redefining the target population.

Recommendation 3: Focus on laying a strong foundation. Do not rush to set up the five conditions, but rather invest heavily in the two that are most foundational up front: backbone and common agenda. CI is a long-term proposition. Evidence from implemented initiatives in the social sector suggest that a deep investment in strengthening the backbone support and the common agenda in the first years will pay off in the long-term.

Recommendation 4: Take time to identify a credible, skilled and ready backbone. This support structure can be comprised of one or more organisations. Back-bone supports should neither be self-selected nor predetermined. It is advised that the Steering Committee (or partners around the table) develops a process through which committee members and key stakeholders provide input and select the structure, staffing, and partner(s) to provide local backbone support to the CI initiative.

When structuring the backbone, partners are advised to consider several interrelated questions[62]:

- Does it make sense to select an existing organization to house the back-bone or create a new organization?
- If selecting an existing organization, should the selection process be open or closed?
- How much capacity does the back-bone need? How many full-time employees?
- Who will the staff report to?

[62] Collective Impact Forum, Backbone starter guide, https://collectiveimpactforum.org/sites/default/files/Backbone%20Starter%20Guide.pdf.

- Is the organizational home also where the staff are located? Or does it make sense to split the fiscal agent from the physical location?
- Who will fund the backbone infra-structure (e.g., salaries, benefits, operating expenses) in the short term? In the long term?

Fay Hanleybrown et al. (2012) confirm that "each structure has pros and cons, and the best structure will be situation-specific, depending on the issue and geography, the ability to secure funding, the highly important perceived neutrality of the organization, and the ability to mobilize stakeholders."[63] See Annex B (Table 3) for description of the pros and cons of different backbone structures and a sample distribution of functions, activities and roles for each backbone staff (Table 4).

Recommendation 5: Develop a strong common agenda using an inclusive, participatory process. CI initiatives with strongest common agendas typically engage many different stakeholders in the process of defining the problem and developing the common agenda – from those affected by the problems to policymakers to implementers.

Paul Born (2017), a CI practitioner of the Tamarack Institute, recommends the following five-step approach to developing a common agenda. A more detailed breakdown of these five steps and supporting activities is available in the paper 'How to develop a common agenda for Collective Impact'[64].

1. Form a team that will work together for 12-18 months and are tasked to own the common agenda and shared measurement of CI work.
2. Identify and bring together the top 100 people from the four sectors (Community / Non-profits, Business, Government and people with lived experience) critical to the success of your CI work.
3. Implement a broad-based community engagement strategy to hear your community.
4. Develop short term Action Teams (mandates of approximately 6 months) to implement early win strategies.
5. Write your common agenda and shared measurement strategy. Present the plan and solicit partnerships with your top 100 people and the organizations they represent.

Recommendation 6: Set realistic yet ambitious indicators for measuring performance at different stages of the CI change process. This process typically involves three stages – early years, middle years and later years (see Annex C, Figure 5) – which requires a different approach to performance measurement.

The recommended approach to performance measurement at each of these stages:

- Early years: CI partners should agree on a set of early performance indicators to track their progress in establishing key elements of the initiative's infrastructure (i.e. the five conditions; See Annex C, Table 5).
- Middle years and later years: CI partners should use data from their initiative's shared measurement system to determine if, where, and for whom the initiative is making progress. Partners should agree to collect data and measure results consistently on a short list of indicators at the community level and across all participating organisations.

For additional details and resources on how to approach performance measurement and the development of shared metrics in CI, see The Guide to Evaluating Collective Impact.

[63] Fay Hanleybrown, John Kania & Mark Kramer. "Channelling Change: Making Collective Impact Work", *Stanford Social Innovation Review:* 2012. Available: https://ssir.org/articles/entry/channeling_change_making_collective_impact_work.

[64] Paul Born, "How to develop a common agenda for collective impact: A 5-step guide," Tamarack Institute, 2017 https://www.tamarackcommunity.ca/library/common-agenda-for-collective-impact.

6. Conclusions

This paper has explored the concept, practice and practical steps of CI, with a focus on case studies to feed the discussion among local policy makers and security managers on the potential implementation of this model in a European context.

While the case studies presented in Chapter 3 produce some useful examples and lessons relating to specific local contexts and for specific urban security issue areas cities, the framework remains largely untested in the area of urban security challenges and in a European context. It is clear, however, that the CI framework holds strong potential for strengthening collaborations to address challenges in the field of urban security and social cohesion. Issue areas where CI has a strong potential to gain traction in European cities may include, *inter alia*, street crime (petty and more serious), gang violence, nightlife and teen / youth substance abuse, polarisation between youths and public authorities, discrimination against minorities and/or immigrant populations, radicalisation and violent extremism, and criminal justice outcomes, particularly for youths. This great potential requires further exploration and discussion by would-be community change actors on how to best apply the framework across different cultural contexts.

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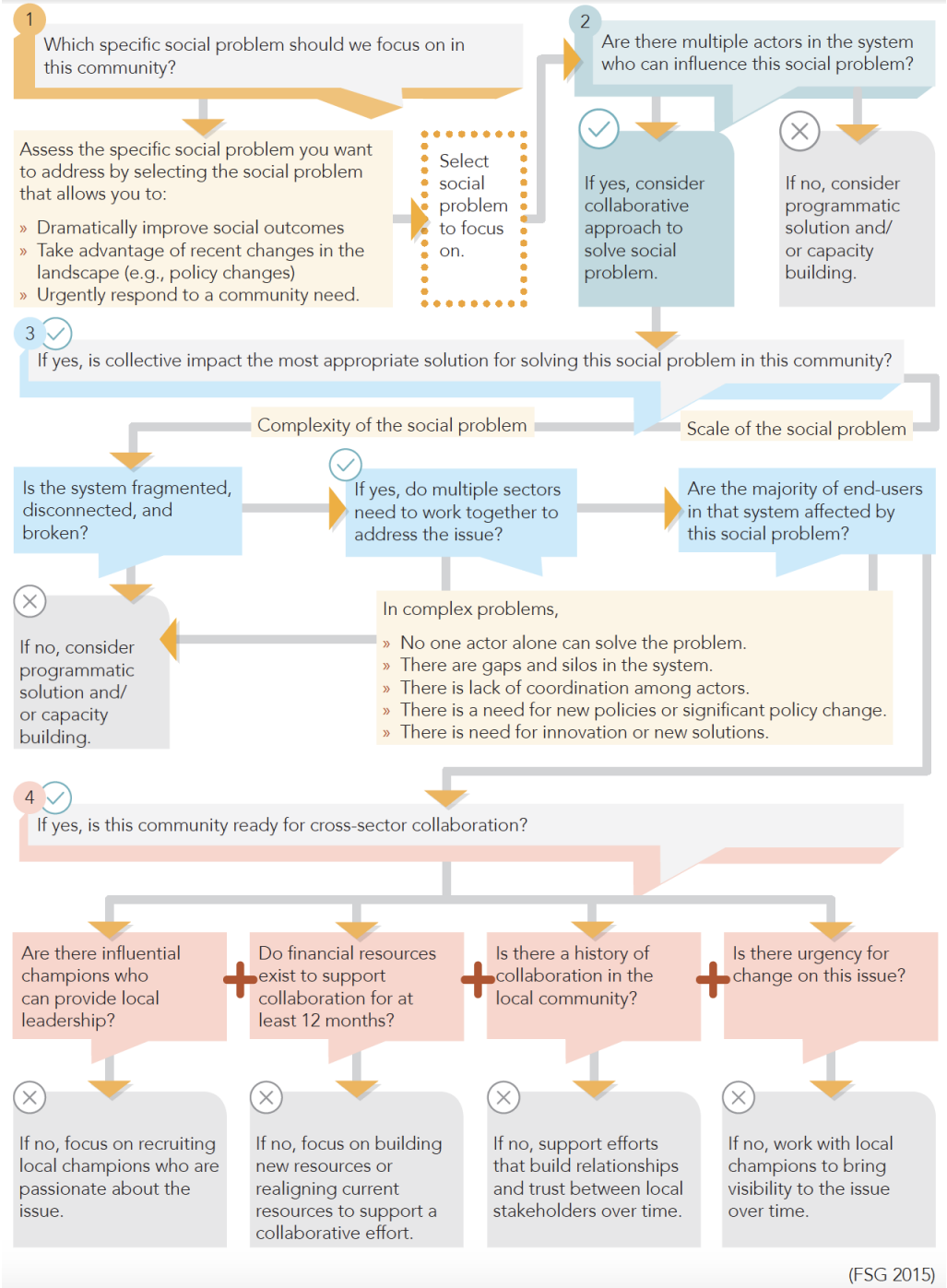
Annex A: Guidance on Collective Impact Feasibility Framework

The Figure below depicts visually the steps of the CI Readiness and Feasibility and Readiness assessment, outlined in Chapter 5.

Figure 4. CI Readiness and Feasibility Framework



(FSG 2015)

Annex B. Guidance on Types of Backbone Organisational Structure Support

This Annex provides additional information and available resources on different backbone organisational structures.

Table 3 below presents the main types of backbone organisational structures identified in the literature on CI efforts. For more on establishing a backbone structure and team, see the Collective Impact Forum Backbone Starter Guide and the Tamarack Institute's Compendium of CI Resources Part Two: Leadership, Governance and Backbones.

Table 3. Pros and cons of different types of organizations as backbones

TYPES OF BACKBONES	DESCRIPTION	EXAMPLES	PROS	CONS
Funder-Based	One funder initiates CI strategy as planner, financier, and convener	United Way of Salt Lake; Salt Lake City, UT	• Ability to secure start-up funding and recurring resources • Ability to bring others to the table and leverage other funders	• May lack broad buy-in if CI effort seen as driven by one funder • Potential perceived lack of neutrality
New Nonprofit	New entity is created, often by private funding, to serve as backbone	Community Center for Education Results (CCER); Seattle, WA	• Perceived neutrality as facilitator and convener • Potential lack of baggage • Clarity of focus	• Lack of sustainable funding stream and potential questions about funding priorities • Potential competition with local nonprofits
Existing Nonprofit	Established nonprofit takes the lead in coordinating CI strategy	Educate Texas; Rio Grande Valley, TX	• Credibility, clear ownership, and strong understanding of issue • Existing infrastructure in place if properly resourced	• Potential "baggage" and lack of perceived neutrality • Lack of attention to the CI initiative if poorly funded
Government	Government entity, either at local or state level, drives CI effort	Shape Up Somerville; Somerville, MA	• Public sector "seal of approval" • Existing infrastructure in place if properly resourced	• Bureaucracy may slow progress • Public funding may not be dependable
Shared Across Multiple Organizations	Numerous organizations take ownership of CI wins	Magnolia Place; Los Angeles, CA	• Lower resource requirements if shared across multiple organizations • Broad buy-in, expertise	• Lack of clear accountability with multiple voices at the table • Coordination challenges, leading to potential inefficiencies
Backbone of Backbones	Senior-level committee with ultimate decision-making power	Memphis Fast Forward; Memphis, TN	• Broad buy-in from senior leaders across public, private, and nonprofit sectors	• Lack of clear accountability with multiple voices

Hanleybrown, Kania, and Kramer, 2012.

Table 4 provides a sample distribution of functions, activities and roles for each backbone staff based on an early-days three-person structure.

Table 4. Sample Functions, Activities and Roles for Backbone Staff (Three-person structure)

Executive Director	**Guide Vision and Strategy**	• Build a common understanding of the problem • Serve as a thought leader / standard bearer for the initiative • Ensure common agenda is updated as needed as strategy unfolds
	Advance Policy	• Advocate for an aligned policy agenda • Stay on top of policy developments that impact the effort
	Mobilize Resources	• Mobilize and align public and private resources to support initiative's goals (and the backbone itself)
Facilitator	**Build Community Engagement**	• Create a sense of urgency and articulate a call to action • Support community member engagement activities • Produce and manage communications (e.g., news releases, reports)
	Support Aligned Activities	• Coordinate and facilitate partners' continuous communication and collaboration (e.g., run taskforce meetings) • Recruit and convene partners and key external stakeholders • Seek out opportunities for alignment with other efforts • Ensure taskforces are being data driven
Data Manager	**Establish Shared Measurement Practices**	• Collect, analyze, interpret, and report data • Catalyze or develop shared measurement systems • Provide technical assistance for building partners' data capacity

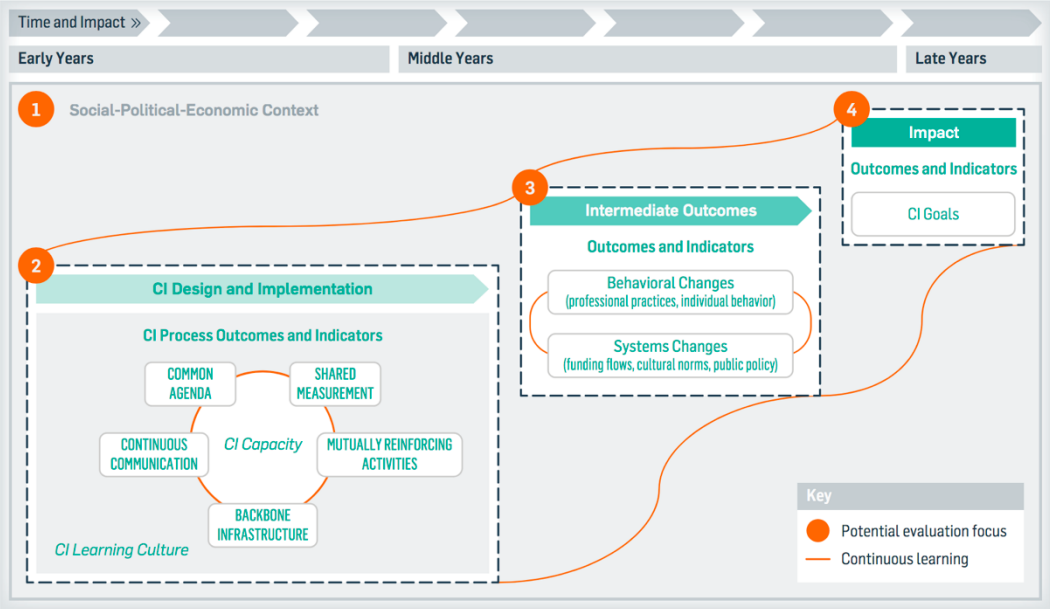
Turner, Merchant, Kania, and Martin, 2012.

Annex C. Guidance on Performance Measurement Approaches and Shared Metrics in CI

This Annex presents the framework for performance measurement and evaluation of CI efforts, as well as additional information and available resources for developing an effective approach to performance measurement and shared metrics. For more detailed guidance on how to approach performance measurement in CI, see the The Guide to Evaluating Collective Impact and Tamarack Institute's Compendium of CI Resources on Evaluating Collective Impact Efforts.

Figure 5 maps the key components of the CI change process over time (i.e., context, initiative design and implementation, intermediate outcomes, and ultimate impact). It illustrates the relationships within, between, and among these components. The framework provides a starting point for a more detailed discussion of CI performance measurement and evaluation.

Figure 5. A Framework for Performance Measurement and Evaluation of CI efforts



Source: Preskill, Parkhurst & Juster, Guide to Evaluating Collective Impact, Part 1.

Table 5 below presents sample outcomes related to the early phase of CI implementation – specifically for measuring the effectiveness of CI design and implementation.

Table 5. Sample outcomes related to CI Design and Implementation

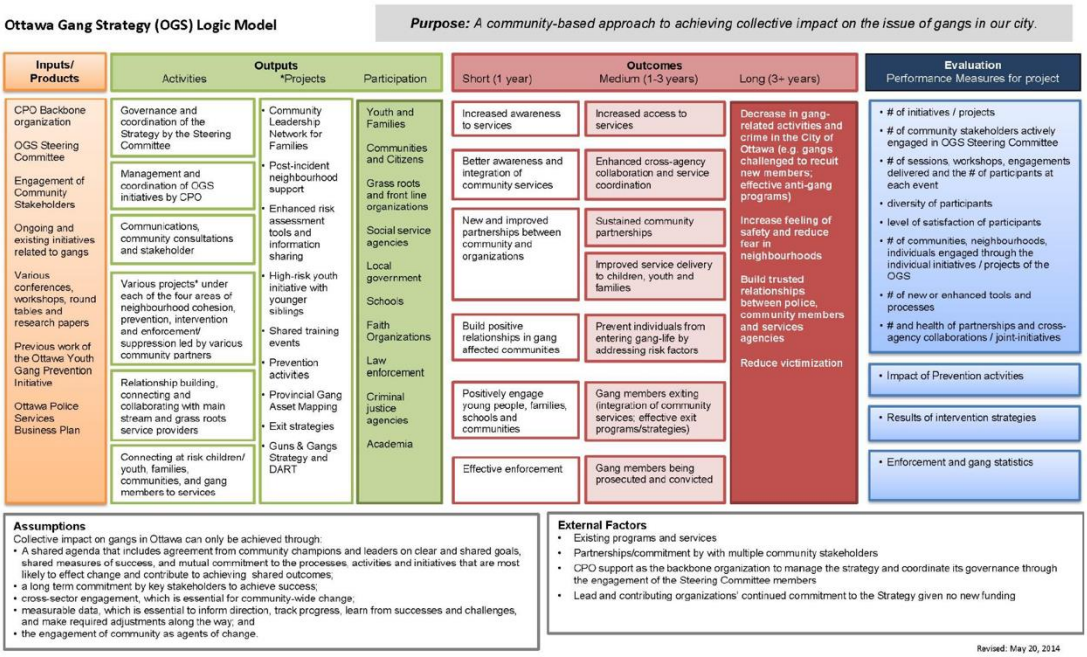
	DESCRIPTION
Common Agenda	• The development of the common agenda has included a diverse set of voices and perspectives from multiple sectors (including input from community members in many CI initiatives) • Partners have achieved a common understanding of the problem • Partners have come to consensus on the initiative's ultimate goal(s) • Partners have committed to solving the problem using an adaptive approach with clearly articulated strategies and agreed upon actions.
Backbone Infrastructure	• The backbone infrastructure effectively guides the CI initiative's vision and strategy • The backbone infrastructure ensures alignment of existing activities and pursuit of new opportunities toward the initiative's goal • The backbone infrastructure supports the collection and use of data to promote accountability, learning, and improvement.
Mutually Reinforcing Activities	• Partners have developed and are using a collective plan of action • Partners are coordinating their activities to align with the plan of action • Partners have filled gaps and reduced duplication of efforts
Shared Measurement	• The process of designing and managing the shared measurement system is participatory and transparent • Quality data on a set of meaningful indicators is available to partners in a timely manner • Sufficient funding and resources are available to support the technology platform, training, and technical support
Continuous Communication	• Structures and processes are in place to engage CI partners, keeping them informed and inspired • Structures and processes are in place to engage the CI initiative's external stakeholders, keeping them informed and inspired

Source: Preskill, Parkhurst & Juster, Guide to Evaluating Collective Impact, Part 1. A more detailed list of 'CI condition indicators' is presented in Part 2 of the Guide.

Annex D. Logic Model for the Ottawa Gang Strategy

The figure presents the logic model that was developed for the Ottawa Gang Strategy as an example of the types of interventions, intended outcomes and metrics that can be applied.

Figure 6. Ottawa Gang Strategy Logic Model



Source: Ottawa Gang Strategy, Technical Evaluation Report: Our First Three Years, October 2016.

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