

# ***CAPB 1996 CONFERENCE***

## ***Round Table Sessions***

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After a number of formalities, Mr. Badham called upon the facilitators to report on the three breakout sessions. He introduced the topic by saying he had the opportunity to sit in on each meeting and would characterize them as being uniformly *'lively and informative'*.

### **Small Boards**

Sylvester Atkinson, from Middleton, N.S., reported on the Small Boards discussion. He said a number of issues came to the forefront:

- **Funding** -- Almost universally, the provinces are reducing transfers or introducing measures that have resulted in wage freezes and reductions in the acquisition of needed equipment. This has caused morale problems with police staff. To resolve these will require creative approaches by the Boards and police management, especially as it is unlikely there will be a significant increase in funding in the foreseeable future.
- Mr. Atkinson reported that many areas struggle with the inequities that result when an urban area must fund the total cost of its policing, while half a kilometre away a rural area receives policing at a subsidized rate, or even *'free'*. This, in turn, causes dissatisfaction in the urban area which leads to questions about the financial viability of the local police service.

Mr. Atkinson said the discussion moved on to what he termed *'social consciousness'*. He said the participants put forward this thought: It is vital the police service be involved cooperatively with the Board/the Board with the community/the community with the police service, thus closing the loop. Participants stressed that all communities should strive to eliminate any sense of an adversarial approach in policing style - instead local police services should provide the impetus to bring together or heal a community. Mr. Atkinson said it was unanimously felt that police associations had an important role to play in this process.

Mr. Atkinson said the discussion closed with participants requesting that member Boards of the CAPB be invited to bring their police services' budgets and organizational charts to the next conference. The participants believe these documents would add more depth to the debate on funding.

*(Editor's Note: This suggestion will be reviewed by the Board of Directors to determine if it can be effectively incorporated into next year's conference.)*

### **Medium Boards**

Ann Frost, West Vancouver, acted as facilitator for the round table discussions involving members of Boards from medium-sized police services.

Ms. Frost reported that much like the small group session, much of the discussion had to do with issues involving costs. Delegates considered factors that drive up costs, such as mandated programs and standards, and those measures that can offer some financial relief, such as civilianization of appropriate positions.

Ms. Frost said there was an excellent exchange of ideas on how to reduce overtime, especially as it related to court security and appearances in court by police officers. It was also agreed that

all levels of government and the judiciary must be more willing partners in introducing some of these measures. Participants in the session also expressed their belief that the CAPB should more actively advocate for changes that would result in significant savings in the court system.

Ms. Frost said there was considerable deliberation over how police officers could be freed from non-police tasks and returned to policing duties. This goal of returning the *'rank to policing'* involved suggestions such as using municipal staff for ancillary functions, contracting out and civilianizing some functions. On the latter point, Ms. Frost said some participants urged caution. If savings are the only driving force to civilianize a position, then Boards must be aware that in many instances senior civilian managers can be paid more than senior officers.

Ms. Frost said the session closed with two suggestions:

- Get your police association involved in developing budgets. The more the police association understand about the forces driving the budget, the more willingness there may be to accept fiscal realities;
- the CAPB should become a clearing house for information, whether it be on bargaining strategies, reporting on new developments or emphasizing the cost of new initiatives.

*(Editor's Note: This suggestion is under active consideration by the Board of Directors)*

### **Large Boards**

Jesse Dillard, Victoria, reported on the Large Board session. He began with a confession: "*The group was so interesting that I lost track of all the issues we talked about.*"

Mr. Dillard said questions were raised about how to effectively institute community based policing when there is hostility within the community. It was suggested the best method is to be honest and straightforward with the community and recognize that it will take consistent and meaningful efforts to overcome the history in place. It is also important to address the community's concerns, not just the priorities of the Board and the police service. Finally, it will take time, and any hint of insincerity will undermine all other efforts.

Mr. Dillard said the focus of the group then moved to innovative programs being instituted by various police services. He spoke about the *'SCCS'* initiative being introduced by the Calgary Police Service. The *'Streets to Classrooms/Classrooms to Streets'* program links teachers and police officers to combat gang violence and activity.

The P.A.L. (Police Athletic League) program, prevalent in the United States, has now been introduced by the Edmonton Police Service. Mr. Dillard said it too combats youth violence by getting youth into athletic programs run by police officers as an alternative to being on the street.

He said the participants also discussed the Citizens' Police Academy in Regina. This program offers citizens a 16 week course, involving 2 1/2 hours a week based on the same curriculum offered police officers. Graduates receive a certification and have come to form a core group of volunteers utilized by the police service.

### **Pursuit of Excellence**

Frederick Biro, Executive Director, provided an update on the status of Phase II of the CAPB's *'Pursuit of Excellence'* initiative. Phase II involves the production of a CD-ROM which would provide immediate orientation to new members of a Police Board upon appointment.

Mr. Biro said this project, funded by the Solicitor General Canada, and the provinces of Alberta, British Columbia, New Brunswick, Nova Scotia, Ontario and Saskatchewan, was on track to be released in the early Fall.

## *President's Report*

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Mike Badham reported to the membership on the year's activities. He said having been involved for several years, first as a member of the Regina Board, then as a member of the CAPB executive, he has come to appreciate what a lively and dynamic group the Association represents. He said members should not underestimate the important role they play in providing safety and security for the communities we serve.

Mr. Badham said during the year much of the work of the Association is undertaken by the members of the Board of Directors for the CAPB. He said they act as a resource for the federal government, commenting on issues such as DNA collection, the YOA, and the fate of Ports Canada police. The CAPB Board does this through meetings with the Minister of Justice and the Solicitor General of Canada, through representations to Parliamentary Committees, and by ongoing communication with federal officials.

He said that the Association is well served by its Board which receives no remuneration and individually finances their own involvement in Board activities.

Mr. Badham said that he believes it is significant that the First Nations has become such an important component of the CAPB, recognizing their growing level of activity and expertise in police governance. He said involvement of the First Nations Governing Authorities has enriched the Association by bringing new perspectives on the common issues faced by all Police Boards.

Mr. Badham closed by making an important announcement. He said to increase the CAPB's level of activity in the nation's Capital, and to increase its level of service to the members, the CAPB Board had decided to move its offices to Ottawa. Mr. Badham said he was pleased to introduce Wendy Fedec, the Secretary to the Ottawa-Carleton Regional Police Services Board, as the Executive Director of the CAPB, effective November 1, 1996. Ms. Fedec will be running the CAPB operation from her office in Ottawa, the address for which is given below.

## *Resolutions*

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The following resolutions received the support of the membership.

### **Resolution 96-1**

(1) BE IT RESOLVED that the judiciary be given mandatory guidelines for awarding costs against convicted criminals at mandatory minimum amounts which can be increased in more serious matters based upon the estimated costs of the investigation and prosecution of the offense at the discretion of the Judge, and that the liability for these judgements should be exempt from bankruptcy legislation.

### *Allocation of Funds to Police Services*

(2) That the Proceeds of Crime legislation be amended to share proceeds of criminal activity with the municipal police services and the RCMP. This could be by way of block transfers, or through mandatory awards by the Courts in favour of specific police services. We also recommend the

mandatory repayment of 'buy money' and other funds expended directly in investigation of a case, and optional rewards based upon standard guidelines for types of cases to be investigated.

### **Resolution 96-2**

BE IT RESOLVED that the Canadian Association of Police Boards calls upon the federal Minister of Justice and his provincial counterparts to initiate discussions with a view to establishing a uniform warrant radius policy with reasonable return distances, that information on return limitations not be divulged to the accused and that regular monitoring of the system take place to enhance respect for this aspect of the criminal justice system.

### **Resolution 96-3**

*(preamble provided for context)*

WHEREAS the federal government has signalled its intent to withdraw support for the provision of public police services at Canadian Harbours by the Port Police;

and WHEREAS the federal government has indicated it will be withdrawing RCMP divisions from international airports and turning the responsibility for police service to private airport authorities;

BE IT RESOLVED that the CAPB express its concern to the federal Solicitor General and the Minister of Transportation about these initiatives and urge the Ministers to work in partnership with the local police boards to offset any negative effects these measures may have on the affected communities and police services.

### **Resolution 96-4**

BE IT RESOLVED that the CAPB urges all policing partners, including the federal government, provincial agencies and municipal units, to support the funding of core policing functions by the appropriate public tax revenue.

### **Resolution 96-5**

BE IT RESOLVED that the federal Solicitor General establish as one of the priorities for his Department for the coming years the need to dedicate enhanced resources to investigate computer related crime.

## ***Nomination Report***

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Mayor Dayday, Saskatoon, conducted the election. The following individuals were elected as the CAPB Board for 1996/97.

Mike Badham (Regina): President  
Ann Frost (W. Vancouver): Vice-President  
Jesse Dillard (Victoria): Secretary-Treasurer  
The Directors-at-Large are:  
Sylvester Atkinson (Middleton)  
Anne Boudreau (Ottawa-Carleton)  
Mark Lencucha (Lethbridge)  
Dan MacLeod (New Glasgow)  
Gail Martin (Delta)  
Allen Stager (STL-ATL-MIX)  
Lynn Stone (Brantford)

## *1997 Summer Conference*

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Jesse Dillard invited all delegates to attend the 1997 CAPB conference being held in Victoria, B.C. Mark the date in your calenders now!

**1997 CONFERENCE  
June 19-22, 1997  
Harbour Tower Hotel  
Victoria, British Columbia**

## *A National Update*

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The CAPB took advantage of being in Ottawa by tapping into the expertise of federal officials. This was within the context of the Thursday afternoon pre-session, a relatively new feature of the annual conference designed for those delegates that arrive early and want to get right to work. Judging by the response, it is a solid success.

A delegation organized by Solicitor General Canada provided an update on federal initiatives in the areas of crime prevention, DNA collection and data bank, the Firearms Act, proceeds of crime and child sexual exploitation. Ms. Colleen Wetmore, Solicitor General Canada, introduced the speakers.

### **Crime Prevention and Diversion with Youth**

The first presenter, Ms. Joan Fisher, Senior Officer, Police and Security Branch, Solicitor General Canada, spoke about a new reference manual on '*Crime Prevention and Diversion with Youth*' prepared by the Canadian Research Institute for Law and the Family, and sponsored by Solicitor General Canada with the assistance of the RCMP. Ms. Fisher explained at the heart of the strategy is the belief that long term solutions to crime cannot be achieved without addressing its causes, and particularly, youth at risk. Programs for youth aimed at prevention and diversion from the traditional justice system are key components of the manual, which was scheduled to be officially released on Monday, 26 August 1996. Copies of the manual will be made available to all police chiefs in Canada and members of the CAPB.

Dr. Tullio Caputo, Department of Sociology and Anthropology, Carleton University, elaborated on the research he collected over the past year while preparing the manual. He noted the aim of the manual is to provide practical resource material for police, focus on community-based crime prevention initiatives and highlight what works. After surveying over 400 police agencies and conducting 11 site visits, he found there was a wide variation in techniques from various jurisdictions. Informal warnings are used extensively while formal cautioning is not, pre-charge diversion programs enjoy considerable success where they exist, and examples of '*Crime Prevention through Social Development*' initiatives are available.

Dr. Caputo's research identified several common themes and patterns. Examples include: That the ability to exercise discretion is crucial; innovative programs will be used if benefits can be seen; prevention must be recognized by superiors as critical; and, officers should be rewarded for their efforts as most crime prevention through social development is now primarily done through voluntary overtime.

In conclusion, Dr. Caputo offered some reflections. He stated the knowledge and experience of front-line officers are valuable assets and those officers do have the support and respect of youth.

However, they also need support and recognition within their organization. Adequate resources and community involvement are both essential if crime prevention through social development is to be viable.

### **DNA Collection and Data Bank**

Ms. Paula Kingston, Senior Policy Analyst, Solicitor General Canada, provided an update on the status of DNA initiatives. She stated the federal government has taken steps on two fronts. The first, Bill C104 (July 1995), allowed police to obtain a warrant from a judge to collect DNA evidence. Despite challenges from across the country, the Bill has been upheld. The policy will be subject to a one-year review in the fall of 1996 and Ms. Kingston suggested anyone interested in providing input should contact her.

The second initiative is the establishment of a DNA data bank. Following the release of a discussion document in January, 1996, by the Honourable Herb Gray, Solicitor General, extensive consultation on the subject has taken place. Ms. Kingston made special mention of the position paper submitted by the CAPB. While the process of reviewing and analysing submissions is still underway, Ms. Kingston said it is likely the Bill will be introduced by the end of the year. She stated four main issues remain to be resolved: What criteria will be used to determine whose information goes into the data bank; when should samples be collected and who should collect them; should samples be retained; and, which agencies should fund the bank. With regard to the latter, two options have been suggested: That costs be shared between the federal and provincial governments, or that police services be charged a fee-for-service for using the database.

### **Firearms Act (Bill C68)**

Mr. Gordon Perry, Director, Policy and Programs Group, Canadian Firearms Centre, updated the group on the status of the Firearms Act. Bill C68 received Royal Assent on December 5, 1996, with initiatives to be phased-in between then and 2003. The first set of regulations, which governed areas such as licensing, safe storage and transportation of firearms, was tabled in May 1996, but was subsequently withdrawn. A second set of regulations is now scheduled to be tabled in early October 1996, and will include a fee structure, regulation procedures, import/export regulations and an adaptation of the Act for members of First Nations.

Mr. Perry stated licensing of firearms owners is scheduled to begin January 1, 1997. Registration for museums, collectors, etc., will begin on January 1, 1998, followed by registration of individual owners beginning January 1, 1999. The entire process should be complete by 2003.

Mr. Perry's presentation generated numerous questions from delegates, particularly with regard to cost, licensing and training.

### **Proceeds of Crime**

Mr. Christopher R. Walker, Senior Research Officer, Police and Security Branch, Solicitor General Canada, defined Proceeds of Crime as '*illegally acquired wealth*'. To illustrate the scope of the problem, he stated that proceeds of crime world-wide are estimated at approximately \$365 billion/year, while in Canada it ranges from between \$15 and \$30 billion/year.

He explained there are three types of crime that fit within this category: Possessing proceeds of crime; money laundering; and, drug, smuggling or enterprise crime offenses associated with money laundering. Traditionally, enforcement has primarily been conducted by police and forensic accountants, a laborious and time-consuming undertaking. However, since 1992 an integrated/multi-jurisdictional model called '*Integrated Anti Drug Profiteering*' (IADP) has been used, bringing together municipal and provincial police, RCMP, Department of Justice Crown Counsel, forensic accountants, customs officers and criminal analysts.

Mr. Walker stated that at the present time the bulk of enforcement is carried out by the RCMP, which has 20 Proceeds of Crime units across the country. Enforcement is also conducted by joint forces operations, provincial police services, and municipal police. However, municipal involvement is limited and Mr. Walker encouraged those in attendance to exert pressure in their communities for increased municipal involvement.

Mr. Walker explained the various asset-sharing formulas used by the federal government. Assets are shared only with provinces, territories or foreign governments, but not municipalities. Ten percent automatically goes to the federal government's Seized Property Management Directorate, which maintains seized assets and disposes of them following conviction. Beyond that, various sharing options exist depending on the level of involvement by other levels of government. For example, if Winnipeg provided a tip that led to conviction, the Province of Manitoba would receive 10% of the proceeds. If Winnipeg helped in the prosecution, Manitoba would be eligible for a 50% portion, and finally, if Winnipeg conducted the prosecution alone, Manitoba could receive 90% of the proceeds. The authority to decide on the sharing arrangement rests with the Minister of Justice, who can in turn delegate it to the prosecutor.

Mr. Walker wrapped up by outlining the benefits to provinces and municipalities. He stated sharing is based on a federal Memorandum of Understanding (MOU) with the province involved. The MOU can specify that monies will be directed towards law enforcement, as well as crime and drug prevention. To date, four MOU's have been signed. Also, if forfeiture occurs following provincial prosecution of proceeds of crime cases, the proceeds remain in the Province.

### **Child Sexual Exploitation**

Ms. Colleen Wetmore, Senior Policy Officer, Police and Security Branch, Solicitor General Canada, addressed the issue of child sexual exploitation. She commented on the growing number of organized tours available for child sex, and the increasingly easy access to them through vehicles such as the Internet. In recent years, efforts have focused on stronger family violence legislation, training, heightening awareness and videotaping child witnesses. More recently, Minister of Justice A. Rock introduced child sex extra-territorial legislation in the form of Bill C27, which will grant the right to enforce Canadian law in other countries.

The Bill raises a number of questions for police and police services boards such as who pays to send police to another country to investigate; how will investigations in other countries be conducted and how will evidence be removed, and how will testimony from child witnesses be handled. Ms. Wetmore had copies of the proposed legislation available and encouraged people to provide their input before the Bill is passed.

Ms. Wetmore referenced a 1996 study of 191 child molesters over a 15-30 year period following their release from prison. Of those, 42% were subsequently re-convicted of a sexual or violent crime, and the majority had between 1.5 and 7 victims. Studies have also shown that there is no critical time period after which the risk of re-offending decreases. Ms. Wetmore also spoke of the need for a closer network between customs and police to follow-up when pornography is brought into the country.

Ms. Wetmore next addressed the issue of prostitution. She stated the federal government established a Working Group on Prostitution in 1992 to review all existing legislation in Canada. An interim report including input from seven provinces is available now, and a final report is expected to be ready by the end of 1996. The report will include information from all provinces except Manitoba. The data collected indicates the average age of entry into prostitution is 14, and for some it is as young as eight or nine years. Most have a history of abuse and feel they have no alternative; Many are street kids who believe they have to exchange sex in order to survive. Ms. Wetmore stated there is still time for people to contribute to the final report, and she offered to provide the names of Working Group members in each province if people were interested.

In April 1996, the Justice Minister introduced changes to legislation aimed at protecting children under the age of 18 from predators. It includes a mandatory minimum sentence of five years for pimps of children under 18.

Ms. Wetmore concluded by noting some trends in the war against prostitution. Child prostitution is no longer being viewed as such, but rather as child abuse. An increasing emphasis is being placed on creating laws and deterrents for the users of the service. For instance, 'john' schools have started to be used with success.

*(Editor's Note: During the last week in August 1996, Ms. Wetmore was part of a Canadian delegation attending the first 'World Congress on the Sexual Exploitation of Children' in Stockholm, Sweden.)*

*The CAPB gratefully acknowledges the sponsorship of Solicitor General Canada for this session. As importantly, it wishes to recognize the ongoing supportive and cooperative relationship between staff at Solicitor General Canada and the CAPB.*

## ***The Internet***

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The Internet has become a part of everyday life. Yet, while the information highway offers great potential, it also contains an underside as individuals exploit its unique nature for criminal use.

Delegates spent an entire day learning about the Internet. They also had the opportunity to take part in a computer lab so they could put the theory into practice.

### **Internet Introduction**

Dr. Jack Treuhaft, Algonquin College, provided a brief introduction to the Internet. He said its development can be traced back to 1969 to a U.S. military project, ARPANET, the purpose of which was to build a stable and invincible computer network. This new system was initially used primarily by researchers, the military and academics. However by the 1990s, it had attracted broader interest as technology advanced, making it possible to send more detailed and complex information over the Internet.

Dr. Treuhaft described the Internet as thousands of computer networks linked by a 'network of networks'. In turn, each of those computer networks can link to hundreds of computers.

The computer networks are linked to servers who are linked to other servers. Computer software allows individuals to browse the networks, either through entering key words or phrases, or by entering the address of a home page. Dr. Treuhaft pointed out that the Internet has also allowed individuals to transmit information throughout the world by e-mail.

Up to even a few years ago, Dr. Treuhaft said the Internet was still largely the domain of researchers and technology purists, who resisted the commercialization of the information highway. He said this has changed as the technology has evolved and the Internet has expanded. Now many of the sites are commercially based, to tap into the vast number of individuals who use the Internet. The development of protocols, user-friendly software and the ease of use, has meant more and more people 'log-on' every day.

### **Police Use of the 'Net**

Dr. Treuhaft highlighted the following benefits for police services who want to utilize the information highway:



- Information access and sharing: The Internet allows police officers to undertake either general or specific research without leaving their offices. It also allows police services to inform the public about themselves;
- information exchange: E-mail on the Internet allows police officers to communicate with other police services without any long distance charges beyond the cost of being connected to the server;
- investigative purposes: The technology allows for the transmission of fingerprints, photographs, and other graphic or printed material. It also allows police services to electronically circulate photographs of wanted individuals to the broader public and media.
- distance Training: Use of the Internet allows police agencies located in remote areas to access training material and manuals at minimal cost.

### **Criminal Use of the 'Net**

The dark side of the Internet was left to Mr. Christopher D'Amico, Policing and Law Enforcement Directorate, Solicitor General Canada.

Mr. D'Amico began with a brief overview. He said one of the most amazing aspects of the Internet, and one of the features that make it very difficult to police, is the sheer size of the system. Mr. D'Amico said in 1992, there were about one million computer hosts connected to the Internet. More recent estimates suggest there are four million hosts representing 30 million users. He said 80 countries around the world have full Internet access, while 140 countries are equipped to send and receive e-mails.

This explosive growth carries with it many important implications:

1. The global scope of the Internet means there is no central regulatory authority. As well, no one person owns the Internet. It is the sum of its parts and those parts are constantly changing;
2. As there is no central authority, the 'Net depends on self-regulation. Its sheer size, however, allows for deviance in that self-regulation. What may be illegal or offensive in one jurisdiction may be allowed in another;
3. The difficulty in achieving uniform standards means alternative strategies to contend with the challenges of the Internet must be considered.

To introduce the criminal uses of the Internet, Mr. D'Amico briefly described some of the technical aspects that underpin the Internet. He also explained why it is nearly impossible to trace the source of information placed on the system.

Having set the stage, Mr. D'Amico moved on to the types of crime committed. He divided them into two sections: Computer Crime (crime unique to the use of computers) and Traditional Crime (crime that uses computer technology but is not unique to it).

According to Mr. D'Amico, computer crime includes:

- Hacking;
- Virus Writing;
- Carding;
- Phreaking;
- and Pirating.

Traditional Crime on the Internet includes:

- Child Pornography;
- Adult Pornography;
- Hate Propaganda;
- and "How-To" Manuals.

**Hacking** generally refers to gaining access and exploring computer systems and networks. There are a number of ways in which this is done, including snooping, spoofing and dumpster diving.

**Virus writing** describes individuals who write computer programs designed to damage or alter another user's computer. Viruses are hidden among other programs and downloaded to unsuspecting users.

**Carding** is the creation, interception and trading of credit card numbers.

**Phone Phreaking** describes methods used to circumvent the billing mechanisms of telephone companies and methods used to avoid detection from these companies.

Traditional methods of crime need little description. The difference with traditional crimes on the Internet is the ease of transferring information from one source to another and the difficulty to combat crimes that may originate from a jurisdiction beyond the reach of a local, provincial, or even national police service. Particularly distasteful is the spread of child pornography.

**"How-To" Manuals** describe information readily available on the Internet for the building of bombs, creating illicit drugs, or some other illegal activity.

Mr. D'Amico said that each of these crimes requires a specific police response. However, he was clear that police services could not combat computer crime without support or assistance. He suggested that overall effective police response requires:

- National legislation;
- International agreements;
- police/industry partnerships;
- public education; and
- dedicated computer crime investigators.

*(Editor's Note: The delegates were extremely interested in the presentations on the Internet. Look for more information in future publications.)*

## ***Stretching The \$ Dollar***

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Fiscal concerns, as witnessed by the discussions in the breakout groups, remain an issue for police services across the country. This led to an animated and intense session on methods on cost recoveries or cost avoidance.

### **The Kingston Experience**

The first speaker was Chief W.J. Closs, Kingston Police Service. Chief Closs began by speaking about his experience moving from the Ontario Provincial Police to a medium-sized municipal police service. He said the transition was made more acute when he was faced with a 14 per cent decrease in the annual police budget.

Chief Closs said he attempted to remind the Police Services Board that the police service had already done its share to meet municipal reductions. He also documented the increase in workload, and the fact that many of his officers were already working a substantial number of hours without claiming overtime. However, he was still directed to reduce the budget by \$1.2 million without the use of wage rollbacks or layoffs. Despite the police services' best efforts to find savings, there was about a one million dollar shortfall. This led to what Chief Closs characterized as a move into an area he called `revenue generation'.

Chief Closs said the decision was made to increase the charge for police reports. It was also decided to charge \$100 for each address registered for a police response for intrusion alarms. However, the most innovative, and ultimately, controversial initiative was the Traffic Offender Program (TOP).

The program allows for the diversion of traffic offenders, under certain conditions, to an educational program that is completed for a charge of \$55, payable to the City of Kingston. In turn, the drivers are not charged for the offence.

Chief Closs said the program, while generally well received by the public, has produced mixed results. It did generate the revenue anticipated, and it also resulted in friction, made public, between police management and the Association. Chief Closs said managing the entire issue also took his time away from other pressing matters.

Chief Closs concluded by saying that the introduction of TOP was a learning experience. It has allowed his police service to move forward and to find other innovative methods to meet budget shortfalls. He said the members of the Kingston Police Service have developed a common vision of working together in a cooperative way to provide cost-effective policing.

*(Editor's Note: A copy of the Implementation Guide to the Kingston Police Service's Traffic Offender Program can be obtained from the CAPB's office.)*

### **The Niagara Alarm Program**

The next presenter was Ms. Wendy Southall, Board Administrator, Niagara Regional Police Services Board. She focused her remarks on changes in how the Niagara Board was regulating false alarms.

Ms. Southall said that until recently the Niagara approach was designed simply a suspension program as opposed to involving monitoring or undertaking an audit. However, in 1996, after undergoing yet another budget shortfall, the Board requested a service review, followed by a review of all other services. As well, the Board obtained a legal opinion as to the manner in which it was handling false alarms. This was especially timely given recent changes in governing legislation.

This led to the drafting of a new by-law to deal with false alarms. It was designed as a two-part process, without a suspension component, with the goal of reducing false alarms while recovering costs for unnecessary services.

The first part of the by-law consists of a licensing component. It allows for the licensing of all installers and monitoring companies, including background checks. Once a company is registered, it is charged \$25 for each security system, which funds the cost of the program.

The second prong of the by-law is the imposition of a user fee. The proposal is to allow for two false alarms, followed by a sliding scale of charges for any subsequent false alarm.

Ms. Southall described the process used to make a business case for the new by-law. She said any new by-law will not work without input from the industry. It is also vital to make a realistic business case. She was clear in stating the benefit of the new by-law is a steady source of revenue which offsets the cost to the police service for administering the program.

## ***Regionalization / Amalgamation***

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Hand-in-hand with the search for 'revenue generation' is the country wide swing to regionalization or amalgamation of police services. While many have taken, or contemplated that route, others have chosen to share services while retaining individual police services. This session explored the various routes taken by three police services.

### **Chief Steve Kinnaird, New Glasgow**

Chief Kinnaird spoke about the benefits and challenges of amalgamation based on the experiences of the New Glasgow Police Service. Benefits include: A reduction in inter-jurisdictional overlap and jealousies; an improved level and quality of service; better qualified personnel as greater numbers allow for more training time; and, improved efficiencies as a result of economies of scale.

The organization did experience resistance and several specific challenges. Organizational and human elements such as how to assimilate senior staff posed one such challenge. Another was the belief that amalgamation would result in less autonomy and less personal contact with local municipalities. It was also argued that there was no apparent need to change the existing arrangement.

Chief Kinnaird stressed the need for a comprehensive and lengthy planning process prior to implementation. In addition, a sound financial and management plan must be prepared to support the changes. He summed up by emphasizing the economies, effectiveness and efficiencies to be gained through amalgamation.

### **Peter Clark, Ottawa-Carleton**

The Regional Chair of Ottawa-Carleton, Peter Clark also serves as a member of the Ottawa-Carleton Police Services Board. He spoke about the recent amalgamation of the Ottawa, Gloucester and Nepean police services into the Ottawa-Carleton Police Service.

Mr. Clark said discussions on reform dated back to the mid 1970s. It was the subject of numerous studies, the most recent which led to Bill 143 which amalgamated the three area police services effective January 1, 1995. It also allows for the taking over of areas currently policed under contract by the Ontario Provincial Police.

Mr. Clark said eighteen months after the legislation took effect, he could report on the following immediate benefits:

- \$2.4 million in savings as a result of consolidating fleet operations, purchasing economies and vacancy management;
- a reduction of 40 per cent in senior officer ranks;
- an increase in civilianization;
- more accountability and control with the police service reporting to a single police board.

Anticipated future benefits include:

a single radio system for the entire Region;

- one information system for records management, enabling better use of Computer Aided Dispatch (CAD) and quick access to the police data base;
- establishing police districts along neighbourhood and natural boundaries rather than political ones.

Mr. Clark was equally forthright in detailing the obstacles that had to be overcome. These included:

- Fear of change and apprehension over the pace of change;
- merging different cultures;
- citizen resistance to having their local police services disappear;
- working to integrate 'three' of everything.

Mr. Clark echoed the comments made by Chief Kinnaird when he said the key to overcoming the obstacles was sound planning and strategy. He also spoke about the importance of leadership, effective communication, both internal and external, and involving the community.

Mr. Clark ended his comments by outlining the Ottawa-Carleton's long term plans to absorb those areas of the Region being policed by the Ontario Provincial Police under contract.

*(Editor's Notes: A complete text of Mr. Clark's remarks is available by contacting the CAPB's office.)*

### **Mark Lencucha, Lethbridge**

The final speaker was Mark Lencucha, Chair, Lethbridge Police Commission. Mr. Lencucha said his role for the session was to examine if there are alternatives to regionalization/amalgamation. He used the Lethbridge experience to highlight his comments.

Mr. Lencucha said that about three years ago, fiscal pressures forced the Lethbridge Police Commission and police service to examine its service delivery. The actual annual decrease in the police budget was about 14 per cent.

Part of this analysis saw the Board undertake an operational review with the assistance of staff from the City of Lethbridge. Members of the police service also contributed ideas on cost containment and effectiveness measures. Ultimately, the police service was able to achieve its financial goal without looking to regionalization.

Mr. Lencucha described the measures that allowed this to happen:

- Joint purchasing initiatives with other police services for items such as uniforms allowed for a greater economy of scale that led to substantial savings;
- the realization of administrative savings by reducing specialized units;
- capital savings: The Lethbridge police service undertook dispatch services for two smaller, neighbouring police services, and has also commenced maintaining record systems for these police services. This is a contracted arrangement that has resulted in savings for all three parties, while maintaining the independence of the smaller police services;
- civilianization and use of technology.

Mr. Lencucha then turned to playing devil's advocate. He listed some possible hidden costs of amalgamation:

- Merged contracts: Payroll costs and benefits tend to the highest levels from the amalgamated police services, never the lowest denominator;
- forced standardization of equipment, ranging from firearms to markings on police vehicles;
- the need to account for possibly surplus staff and the difficulty in the police environment of a Board divesting itself of excess administrative staff;
- the possibility of temporary political paralysis as a new governing structure is put into place for a regionalized or amalgamated police service.

Mr. Lencucha said that in spite of the demonstrated success of the Lethbridge Police Commission in meeting its budget goals, and his own comments about merging police services, his Commission would consider all options if they were demonstrably to the advantage of the community. However, he was clear in stating that he doubted the community, the City or the Commission would support amalgamation if led to the Lethbridge police service losing its autonomy.