

# *1999 Annual Conference Report*

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Tenth Annual Meeting and Conference, Niagara Falls, Ontario, August 18-21, 1999

The Canadian Association of Police Boards held its Tenth Annual Meeting and Conference in Niagara Falls, Ontario from August 18-21, 1999. This publication documents the proceedings of the Annual Meeting, including Resolutions passed, and provides a summary of each of the presentations and discussion groups that took place at the Conference.

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## *President's Report*

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CAPB President, Mike Badham, was pleased to welcome so many members and associates to the 10<sup>th</sup> Anniversary Conference and Annual Meeting of the Canadian Association of Police Boards. This special event in our history as an organization was marked by the attendance of several distinguished guests at the formal banquet on August 20<sup>th</sup>. Joining us in our celebration that evening were former CAPB President **Colin Saldanha**; founding Board member **Rose Rosenberger**; former Calgary Police Commission Executive Director (and CAPB supporter) **Judy Hoad**; former Board member **Lynn Stone**; and former Board member **Gail Martin**.



Guests of Honour Rose Rosenberger, Judy Hoad and Colin Saldanha.

Mr. Badham also extended thanks to **The Honourable Anne McLellan, Justice Minister and Attorney General of Canada**, for sharing some of the priorities of her Ministry with delegates during her keynote address.

Mr. Badham reported on the Association's activities and achievements since the last annual meeting. In doing so, he highlighted the fact that many of the concerns expressed by the CAPB have been addressed by the federal Minister of Justice and the Solicitor General of Canada through legislative changes in the past year, proof that both Ministers do listen carefully to what CAPB members have to say.

**Annual Meeting with Ministers** - In February 1999, the CAPB Board of Directors convened in Ottawa to meet with the Solicitor General of Canada and the Minister of Justice, as it does each year. Issues discussed with the Honourable Anne McLellan included: child sexual victimization and prostitution; mandatory life sentences for drug traffickers; the *Youth Justice Strategy* and impending changes to the *Young Offenders Act*; and non-returnable warrants. The Board also took the opportunity to tell her of its support for a private member's Bill on Consecutive Sentencing which received approval in the House of Commons later in the year.

Topics of discussion with the Honourable Lawrence MacAulay, Solicitor General of Canada, included: the Review of National Police Services; child sexual victimization and prostitution - including internet victimization; charity casinos and gaming clubs; and the need for a national strategy on organized crime. As always, the meetings were highly constructive and well worthwhile.



The Honourable Anne McLellan, Minister of Justice and Attorney General of Canada addressing CAPB delegates.

**Amendments to the *Criminal Records Act*** - In March Minister MacAulay introduced reforms to the *Criminal Records Act* that would make criminal records of pardoned sex offenders available for background checks through CPIC. This was the subject of an earlier CAPB resolution and we were pleased to see action being taken to address our concerns.

**Omnibus Bill C-51** - Also in March, Omnibus Bill C-51 received Royal Assent. It addressed a number of concerns the CAPB had expressed about legislation pertaining to child prostitution and organized crime. The bill makes it easier for police to investigate prostitution-related offences linked to organized crime by permitting them to use electronic surveillance for these types of offences. It also makes it easier for police to arrest people guilty of communicating with those under the age of 18 for the purpose of sex.

**Amalgamation Guidebook** - Last year at this time we were in the process of finalizing a contract with Solicitor General Canada to produce a Guidebook on the Amalgamation of Police Services. In April of this year, the CAPB was delighted to release the publication entitled "*Guidebook for the Amalgamation of Police Services in Canada*". The Guidebook, available in English and French, draws on the experiences of two police services that have lived through an amalgamation: Ottawa-Carleton and Halifax. The book has proven to be popular across the country.

**CPIC Renewal** - Also in April, the Solicitor General of Canada announced funding of \$115 million to modernize and enhance the Canadian Police Information Centre (CPIC), the computerized information system for Canadian law enforcement. This was welcome news to the CAPB as we

had participated in the Solicitor General's Review of National Police Services in 1997, and have continued to stress the importance of federal leadership and funding in maintaining and updating the CPIC system.

**Conference on Child Sexual Victimization** - In May, several members of the CAPB attended a week-long conference in Regina on sexual victimization of children organized by the Canadian Association of Chiefs of Police, the Solicitor General of Canada, and the Royal Canadian Mounted Police. The CAPB continues to be committed to the development of a national strategy to address these particularly loathsome crimes. The conference focused on the need for multi-disciplinary partnerships as the basis for addressing the many complex issues that impact the various professions working to combat child sexual victimization.

**Steering Committee on Human Resources Study** - On behalf of the CAPB, Executive Director W. Fedec has been participating in a Steering Committee overseeing a Strategic Human Resources Analysis of Public Policing in Canada. The study was undertaken jointly by the Canadian Association of Chiefs of Police and the Canadian Police Association, with assistance from Human Resource Development Canada. The 1½ year project is intended to identify common challenges across federal, provincial and municipal police services in the area of human resources over the next 15 years.

**National Conference on Policing and Private Security** - The Executive Director is also representing the Association on a Steering Committee that is planning a National Conference on Policing and Private Security being held at the end of November in Toronto. The relative role of police and private security is an increasingly significant issue facing the administration of justice today. It is hoped the conference will assist in finding solutions that will allow both groups to serve the public well in the future. For further information, contact the CAPB's Executive Director.

**Youth Justice Policy Group** - The Justice Department recently invited the CAPB to participate in an Advisory Group looking at the best ways to deliver training to police officers in connection with the new *Youth Criminal Justice Strategy*. As we heard from the Honourable Anne McLellan during the conference, the new Youth Justice legislation is expected to become law early next year. Executive Director W. Fedec attended the first meeting of the group in July on behalf of the Association and will continue to keep us updated on the group's progress.

**Project on Board Governance** - The CAPB recently contracted with Solicitor General Canada to prepare an inventory of various forms of non-aboriginal police governance authorities in Canada, and to identify measures used by police governance authorities to define adequate, effective and culturally sensitive policing. The work is part of a larger research project being conducted by the Aboriginal Policing Directorate of Solicitor General Canada, which has established police governance as a research priority for 1999/2000. Special thanks to Frederick Biro, Executive Director, Peel Regional Police Services Board, for undertaking this research project on behalf of the CAPB.



Outgoing President Mike

Badham.

**Canadian Centre for Police-Race Relations** - Mr. Badham continues to represent the CAPB on the Board of Directors for the Canadian Centre for Police-Race Relations.

As can be seen from the above list of activities, the CAPB has been extremely busy over the past year representing the views and interests of its members, and will continue to do so in the coming year.

Mr. Badham concluded by inviting CAPB members to attend the **Eleventh Annual Meeting and Conference next year in Saint John, New Brunswick from August 23-26, 2000.**

## ***Nomination Report***

The Nominating Committee consisted of H. Dayday (Saskatoon), E. Kolb (Peel) and G. Baskerville (Ottawa-Carleton). The following individuals were elected as the CAPB Board of Directors and Executive for 1999/2000:

### **Executive:**

**Dan MacLeod**, President New Glasgow, NS  
**Herb Kreling**, Vice President Ottawa-Carleton, ON  
**Shirley Cordiner**, Secretary-Treasurer Niagara, ON

### **Directors-at-Large:**

**Mike Badham**, (*Past President*) Regina, SK  
**Bob Dean**, Edmonton, AB  
**Edward Keyes**, Saint John, NB  
**Don Robinson**, Halton, ON  
**Eric Simmons**, Victoria, BC  
**Florence Wong**, Vancouver, BC



Members of the 1998/99 CAPB Board of Directors & Executive (clockwise from top): Dan MacLeod, Eric Simmons, Wendy Fedec, Florence Wong, Shirley Cordiner, Mike Badham, Herb Kreling, Bob Dean and Edward Keyes.

## ***Resolutions***

The following resolutions received the support of the membership (preambles to resolutions have been omitted unless considered critical to an understanding of the issue):

### **Resolution99-1:**

#### **Revocation of Pardons for New Offences**

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards continue its efforts to protect children and urge the Solicitor General to amend Bill C-69 to include the following provisions:

- a. A new conviction should automatically revoke a person's Pardon;

- b. Failing (a) above, allow someone other than the Parole Board to have the discretion to revoke a Pardon;
- c. If someone is charged with an offence, the information relating to a Pardon should be made available to the police or Crown prior to a conviction so that the previous record can be used for sentencing purposes;
- d. That the Parole Board maintain records of the number of persons who re-offend and for whom they do not revoke the Pardon, and that these statistics be made available to the public.

#### **Resolution99-2:**

##### **National Sex Offender Registry**

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards endorse the Ontario Provincial Sex Offender Registry and strongly urge the Federal Government to establish a National Sex Offender Registry.

#### **Resolution99-3:**

##### **Fraud Crimes**

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards recommend the Federal Government:

- a. Review existing statutes on how victimization of the elderly is addressed and consider inclusion of higher penalties for crimes against the elderly, and review the policy whereby a public trustee can be appointed to prevent crimes against the elderly;
- b. To address telemarketing and Internet crimes by developing and amending laws to improve enforcement, seize and search powers and jurisdictional issues, including the development of laws to address specific technological crimes, rather than trying to make it "fit" within the general fraud umbrella;
- c. Revenue Canada to institute a stringent monitoring program of recipients of Charitable Tax Numbers to reduce the existence of non-legitimate and non-credible organizations; and
- d. To revise federal statutes to control Pyramid Schemes and make them "stand alone".

#### **Resolution99-4:**

##### **Crime Statistics**

WHEREAS most police agencies capture only the primary cause of the incident (i.e. robbery) for Statistics Canada purposes and this method does not correspond to community based policing where police agencies are trying to deal with the root causes of criminal activities (i.e. a robbery committed by someone addicted to drugs or who may have a gambling debt, and there may be insufficient treatment services in place to deal with the addictions);

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge police agencies to work with the federal government to develop a more detailed manner of capturing criminal activities statistically and ensure that adequate funding is available so police agencies have dedicated analysts to handle the information, predict trends, and provide police managers with a clearer understanding of what is occurring and how best to deploy their limited resources for maximum effect.

#### **Resolution99-5:**

##### **Integrated Ballistics Identification System**

WHEREAS the Integrated Ballistics Identification System (IBIS) was developed in Montreal and is considered superior to other ballistic database comparison systems, and is now used by the Montreal Provincial Police Lab and by a number of agencies worldwide, including the US Bureau of Alcohol, Tobacco and Firearms and the NYPD; and

WHEREAS the RCMP are also considering use of the IBIS;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the Solicitor General to examine with police agencies (municipal, provincial and federal) the feasibility and cost effectiveness of developing a national network of the Integrated Ballistics Identification System (including linkage to the US) so that there is an automated check of unsolved shooting cases.

#### **Resolution99-6:**

##### **Child Pornography on the Internet**

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards advocate for strong legislative action by the Solicitor General and Minister of Justice in the following areas:

1. That Internet Service Providers, or anyone else, who become aware of someone involved in sexually exploiting children, either through child pornography or sexual abuse, be required to report this to local authorities.
2. There should be a criminal code offence for anyone transmitting child pornography or related text material and encrypting the message.
3. There should be specific legislation that would make it an offence for anyone to use false identification for illegal purposes on the Internet and for rental of postal boxes (similar legislation to that in the US).
4. There is a need for legislation to ensure Internet Service Providers or persons who run Bulletin Board Systems restrict children from gaining access to pornographic adult material.
5. The legislations dealing with interfering with a child should be amended to include the use of computers in this type of offence.
6. There should be legislation regarding stalking over the Internet as well as wording changes in legislation related to luring children on the Internet.
7. Aside from the proceed provisions in the Criminal Code (eg., Bill C-61 and Bill C-95), Bill C-17 amendments allow for forfeiture of devices utilized in the commission of Substantive offences of credit card fraud/forgery and illegally accessing computer services. There should be similar provisions applied to computers or other devices utilized to produce/distribute pornography. This could include the seizure of vehicles, video equipment, cameras etc., or any other devices used to distribute or produce child pornography.

#### **Resolution99-7:**

##### **National Strategy to Combat Child Pornography**

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the federal government to ensure adequate funding to CISC to co-ordinate the National Strategy on Child Pornography, and to the Royal Canadian Mounted Police to establish a Unit to work in conjunction with other police services and the co-ordinating agency to investigate child pornography;

AND FURTHER BE IT RESOLVED that the Canadian Association of Police Boards urge the appropriate federal authorities to take a leadership role in establishing the necessary legislative, regulatory and funding components to create a national and international strategy in combating child pornography.

#### **Resolution99-8:**

WITHDRAWN

#### **Resolution99-9:**

##### **Substance Abuse and Crime**

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards:

- 1.1 Endorses a partnership that includes law enforcement, social and health agencies, understanding that substance abuse can not be overcome with reliance upon one agency alone;
- 1.2 Believes a continuum of prevention measures, treatment programs, social services, primary education and the enforcement of laws through the criminal justice system is inclusive of this partnership;
- 1.3 Endorses the exploration of alternative programs, such as "Drug Court", for substance abusers which will examine all possible alternative measures;
- 2.1 Recognizes the importance of education to prevent drug abuse and is committed to reducing demand by collaborating on educational efforts in schools and the community;
- 2.2 Supports holistic and medically proven health approaches that assist in the continuum of care provided to a substance abuser;
- 2.3 Acknowledges the urgent need to address the lack of adequate detox and treatment services and urges all levels of government to expeditiously provide and maintain effective and sufficient treatment centres;
- 2.4 Acknowledges that substance abuse services should be readily available;
- 3.1 Endorses enforcement activities to reduce the supply of and demand for illegal drugs;
- 3.2 Supports the aggressive prosecution of drug traffickers and violent crime associated with a drug offense;
- 3.3 Supports stronger and more deterrent orientated sentencing for those trafficking in drugs, especially those trafficking to youth;
- 3.4 Urges the Minister of Justice and the Solicitor General of Canada to examine the merits of mandatory minimum sentences, without parole for people importing, exporting, or trafficking in large quantities of narcotic substances;
- 3.5 Urges the Federal Government to actively review the immigration status of non-citizen residents trafficking in drugs;
- 3.6 Recognizes that Canada is a member of the United Nations and bound by international laws, set under various international agreements and conventions.

#### **Resolution99-10:**

##### **Support for Canada Crime Stoppers**

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards express its support for the Canadian Crime Stoppers Association to the Solicitor General of Canada and urge core funding support from the federal government.

#### **Resolution99-11:**

##### **Protection for Police Officers**

WHEREAS on April 22, 1999 the Supreme Court of Canada, in the decision of R. v. Campbell and Shirose, ruled that the principle of Crown Immunity does not cover the actions of a police officer who violates a statute, notwithstanding that those actions were taken to further a bona fide criminal investigation;

WHEREAS the Supreme Court of Canada ruled that only Parliament can create exemptions from an offence provision of a statute for a police officer conducting a criminal investigation;

WHEREAS Parliament has previously created exemptions from the offence provisions of certain statutes for a police officer engaged in law enforcement, principally within the enforcement of the Controlled Drugs and Substances Act and proceeds of crime offences; and

WHEREAS a broader base of exemptions for police officers involved in criminal investigations is required in order to ensure effective enforcement and to suitably protect officers from liability;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards express its support to the Solicitor General of Canada and the Minister of Justice for the development of a

statutory exemption regime which would permit effective enforcement and afford sufficient protection from liability for police officers engaged in all types of criminal investigations.

### **Resolution99-12**

Funding for Phase II of the Integrated Justice Information System

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the federal government to provide the funding for Phase II of the Integrated Justice Information initiative;

AND FURTHER BE IT RESOLVED THAT the CAPB urge all its members, and other police boards and agencies, to support an integrated approach to the sharing of information held in the records management systems of police services;

AND FURTHER BE IT RESOLVED THAT the CAPB endorse a full partnership strategy that recognizes the value of creating a system and a philosophy to create a climate that facilitates the free flow of police-held information on an as-needed and required basis.

## ***Reports from Break-Out Groups***

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### **Small Boards**

Dan MacLeod (New Glasgow) and Ed Keyes (Saint John) served as facilitators for the small boards' break-out group. Mr. Keyes reported that the group reiterated its support for the CAPB and acknowledged the benefits of being represented by a national voice. They appreciated the opportunity to exchange information and to share ideas and resources with boards of a similar size as well as larger ones.

Issues discussed included the possibility of the CAPB developing an extensive resource library that its members could access. Also discussed was the sharing of services and resources with larger boards and police services with respect to standards and other issues. Both these approaches would assist small boards in dealing with new challenges without having to "re-invent the wheel". Along a similar vein, it was suggested all conference delegates should bring with them information or materials developed by their board, to share with other delegates.

The continuity of membership on police boards was identified as a concern for some delegates. Frequent turnover means board members often don't have all the information they need to do the job, and there is no standardized manual or guide on the roles and responsibilities of board members. Because of this lack of knowledge, boards are in some instances being directed by their chiefs. Delegates hoped the CAPB could review the possibility of having training sessions on these types of issues in the future.

Independent support staff for smaller boards was also addressed, although it was acknowledged financing was an obstacle. It was felt that by having a chief's secretary or municipal clerk perform the function of a board secretary, the board was not assuming full responsibility for its role.

The group suggested that the CAPB website be used to disseminate resolutions and other business prior to the conference, as well as to develop links with other websites such as the Canadian Police College, the Atlantic Police College, the Justice Institute, and some of the larger police boards. The group also discussed its desire to see closer links between the CAPB and provincial associations, including First Nations police boards.



There was general agreement that the concurrent sessions offered at the conference were beneficial, and that more opportunities for exchanging ideas should be provided. Several other suggestions were made for improving future conferences and will be taken into consideration when planning next year's conference in Saint John, New Brunswick. Suggested topics for the next conference included information sessions on new technology and equipment.

*[Note: The CAPB's website currently contains a Catalogue of [Resource Material](#) that is available to all CAPB members.]*

### **Medium Boards**

Eric Simmons (Victoria) and Mike Badham (Regina) facilitated the medium-sized boards discussion group. Mr. Badham reported that the group discussed the issue of contract negotiations and the "whipsaw" effect. Concern was expressed that so often negotiations lead to arbitrations in which someone else is making decisions, and in which local factors may not be taken into consideration.

Discussion also ensued about whether there was some provincial standard regarding the job a first class constable is expected to perform, and whether it can be translated into remuneration. The possibility of bi-level bargaining was discussed, in which salaries and major benefits are negotiated provincially while local conditions are determined through negotiations with local boards. It was agreed that no matter how bargaining was conducted, the sharing of information between boards is critical and should be encouraged.

Because the issue of collective bargaining is a constant concern for police governors, it was suggested it might be useful to hold some kind of special conference or think tank, dedicated to attempting to deal with this issue on a national level. At the very least, a session should be held at next year's conference.

The group also discussed board membership and tenure. In order to provide greater continuity, delegates from Ontario supported an increase in the maximum number of years a person could serve on a board. The question of whether there should be a mechanism to monitor non-performance of board members was also raised, as well as the need for training and a greater understanding of the role they are expected to fulfill. Mr. Badham noted the CAPB does have a instructional CD-ROM to assist new board members in learning about their responsibilities.

Other issues identified but which the group did not have time to discuss included: board meeting procedures; adequacy standards; technical communication systems; sharing services between the police and municipality; selection of the chief; and the costs of contracting out services.

### **Large Boards**

Shirley Cordiner (Niagara) and Florence Wong (Vancouver) jointly facilitated the large boards' discussion group. Ms. Cordiner stated the first issue the large boards discussed was a code of conduct for off-duty officers, including what kind of problems arise for off-duty officers, and whether policies existed for each service or province.

Delegates shared information on what was happening in their jurisdictions with regard to training and re-training of officers. For instance, in Ottawa-Carleton officers are now being provided with, and trained on, lap-top computers so reports can be completed throughout the shift instead of during overtime at the end of the day. The difficulties of keeping officers up-to-date in the face of new legislation and changing requirements was noted.

Another topic covered was two-officer versus one-officer patrol cars and the associated costs, with different boards reporting on what arrangement they used. It was determined that many

boards now have two officers in each car between the hours of approximately 7:00 p.m. and 3:00 a.m..

The group talked about police service budgets, which are different for each province. In Ontario, for instance, funding comes from the local municipality whereas in some provinces, the province provides the funding.

The lengthiest discussion concerned how to make the CAPB more effective with regard to federal lobbying. The question was raised as to whether the CAPB needed a full-time staff person to improve its ability to lobby the federal government, review new legislation, and seek new partnerships. It was further suggested that a more proactive approach is needed from boards across the country before the Annual General Meeting, to find out what the priorities should be for the conference. These issues and those raised in the other break-out groups will be examined by the CAPB Board over the coming year.

## *Discussion Groups*

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In response to feedback received after the 1998 Conference, a series of discussion groups was organized this year to give delegates more opportunities to share ideas and to learn from one another. Five different topics were covered, with three topics being offered twice to enable everyone to participate. Each discussion group was led by two resource people chosen for their expertise in the respective areas of concern. These individuals began each session with a short presentation, and were available to respond to questions from participants. Summaries of the discussion groups are provided below; the CAPB extends special thanks to the following people who served as recorders in the sessions: Allyson Allin, Administrative Assistant, Durham Regional Police Services Board; Christine Bortkiewicz, Acting Executive Director, Toronto Police Services Board; Debbie Morton, Executive Assistant, Peel Regional Police Services Board; and Karen Spearing, Executive Assistant, York Regional Police Services Board. Their assistance was greatly appreciated.

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## *Amalgamation of Police Services*

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The resource people for this workshop were **Dr. Gail Johnson, Director of Corporate Planning, Ottawa-Carleton Regional Police Service** and **Dave McKinnon, Chief of Police, Halifax Police Service**. Both Ottawa-Carleton and Halifax completed amalgamations in recent years and the experiences of both organizations were used in compiling the *Guidebook for the Amalgamation of Police Services in Canada*, a handbook published by the CAPB earlier in 1999 on contract to Solicitor General Canada.

**Dr. Gail Johnson** began by presenting an overview of the Ottawa-Carleton experience, which amalgamated three police services into one regional force in 1995 as a result of provincial legislation.

She emphasized that effective change management includes recognizing the necessity for change and addressing the concerns accordingly. Resistance to change can arise through any number of environmental factors such as fear of the unknown, lack of information, misinformation, fear that one cannot learn new skills, threats to status, and threats to the power base.

Challenges within the Ottawa-Carleton experience which had to be overcome included the existence of three separate cultures in competition with each other, citizen resistance and loss of policing resources. The construction of one common infrastructure required a major infusion of capital and expertise. Financial constraints made the process more difficult.

To avoid pitfalls, communication channels must be established at the onset. Commitment from all within the organization is necessary to redirect energy and enthusiasm. The ability of individuals to strengthen the organization must be recognized.

All stakeholders were involved in the change process, including senior police personnel and police association members, through an Organizational Change Project Team. The team established a planning process which included the development of an integrated structure, policies and procedures, the elimination of service duplication, maximization of efficiencies and effectiveness, and fiscal responsibility. Major issues which needed to be addressed during the process included technology requirements, uniforms and communications.

In order to ensure the effectiveness of the planning and implementation process, an 18-month work plan was drafted and used as a guideline only - flexibility was built in. Further, a monthly bulletin entitled "Amalgamation Update" was distributed to keep employees informed. Visible leadership was seen as essential.

An Advisory Planning and Information Committee was created to serve as an advisory body to the Project Team. This committee was seen as the voice of the membership and was responsible for the selection of core values for the organization. Facilitation sessions were conducted and staff recommendations were received and reviewed and then adjusted to fit the "big picture".

Leadership success factors included executive ownership and cohesion, common vision, an internal process and project team, communication and front-line leadership.

Staff success factors included the utilization of internal resources, development of a core value - "Working Together for a Safer Community", organization-wide facilitation sessions, corporate identity and, most importantly, employee input.

Regionalization was a learning process for the Ottawa-Carleton Regional Police Service and several key issues were identified as essential to a successful process:

- I. Effective communication is a key and absolute requirement
- II. Consultation eliminates confrontation
- III. Don't hesitate to make critical decisions
- IV. Never stop listening to the resisters
- V. Obtain buy-in through quick successes
- VI. Respect the complexity of change
- VII. Flexible processes
- VIII. A strong commitment.

**Chief Dave McKinnon** spoke about Halifax's experiences with amalgamation.

In 1996, the Nova Scotia government legislated the establishment of a single tier regional government in Halifax, including the amalgamation of policing.

One of the more critical issues encountered during the transition period surrounded labour relations. Prescriptive collective agreements and significant variances in salaries during the first year of regionalization created many internal challenges. Political will also had a tremendous impact on the process.

A Memorandum of Understanding was entered into in order to clearly establish the relationships between the stakeholders. Further, the development of terms of reference served as a focal point in addressing changes within the police services.

From the onset, the general public perception was that service delivery would differ between the various policing jurisdictions. There was also internal organizational uncertainty regarding the future. These challenges, coupled with formidable start-up costs, were areas of great concern. Buy-in was recognized as essential to the success of the transition.

As mentioned by Dr. Johnson, the need for effective communication cannot be emphasized enough. Communication with the various stakeholders was facilitated in the Halifax Region through town hall forums and newsletters.

Throughout the process, leaders remained cognizant of the people involved. Recognizing the underlying issues of staff - what was their personal focus? - was essential to the formation of effective committees. Representation on the committees needed to be open-minded.

Chief McKinnon stressed the need to stay focused on the end target. When leaders are chosen, they must demonstrate good, strategic vision.

Both speakers addressed the question of what the political will had been prior to amalgamation. In Ottawa-Carleton, there was extreme opposition to the concept of amalgamation from the smaller communities, however the larger municipality of Ottawa was in favour of amalgamation. In Halifax, local governments within the Region were very opposed to the provincially legislated amalgamation.

In summary, it was agreed that when there is a lack of consensus within the community as to direction, it makes the municipality(s) vulnerable to provincially imposed police amalgamations.

### **Disadvantages of Amalgamation**

When asked what the biggest disadvantage of amalgamation had been, Dr. Johnson responded it had been the human factor; i.e. the effect on employees due to uncertainty. Chief McKinnon cited two disadvantages: the de-hiring process; and the perception that the quality of police service within specific communities would decrease even when, in reality, there was no variance.

## ***Board/Council Relations***

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Mike Badham, Councillor and Police Board member for the City of Regina, and **Eric Simmons, a provincially appointed Police Board member from the City of Victoria**, served as resource people for the sessions on Board Council Relations. Mr. Badham began by suggesting an outline for the discussion that included: the composition of boards in each province; their roles and

responsibilities; sharing experiences about board/council relations, including problems and solutions; and any other issues arising from those relationships.

### **Composition**

Participants in the two discussion groups on this topic began by exchanging information on the composition of their boards. It became readily apparent that membership varies across the country. In most cases though, boards consist of a combination of provincial appointees, members of municipal council, and citizen representatives.

In Regina, for instance, the Board consists of 3 members of city council, 1 being the mayor as legislated by the *Police Services Act*, and 2 citizens appointed by city council, 1 of which is of aboriginal origin. The board members select the Chair. In Saskatoon, the city council appoints the board and controls the budget. The council can either accept, reject or set up a committee to review the budget and bring it back for recommendation. The employees of the police service are employees of the board in Saskatchewan.

An anomaly is Edmonton's Police Commission, which is comprised of 7 appointed civilians and no elected officials, in an effort to strengthen the board's independence. The Board has 4 meetings per year with council which strengthens communications. In contrast, the Calgary Police Commission has 9 members consisting of 2 councillors and 7 citizens appointed by the city. The term of each member is one year. In Alberta, the members of the police service are employees of city council, except for the chiefs and deputies who are employees of the board.

Manitoba is different from most provinces in that the members of the board are all elected officials and the committee reports to council. The municipality employs members of the service.

In Ontario, the size of the board varies depending on the size of the police service it governs. The number of board members can be 3, 5 or 7, but in all cases they include a mix of elected officials, provincial appointees, and a municipally appointed community representative. A significant change to the *Ontario Police Services Act* in 1999 shifted the balance of control from the provincial members to the municipal members. In accordance with the *Act*, the head of municipal council or their designate sits on the Board. Provincial appointees are usually appointed for a 2-year term, up to a maximum of 6 years. The citizen representative, appointed by council, serves the same term as that of council. The provincial appointees usually receive remuneration from the municipality for their services and in some jurisdictions, the citizen appointees and municipal representatives are also paid.

In Nova Scotia, boards are also composed of a mix of councillors, citizens and provincial appointees, and the municipality employs members of the police service.

Boards in British Columbia are composed of the mayor, who serves as Chair, 1 citizen appointed by council, and not more than 5 persons appointed by the province. To maintain independence of the police service, municipal councillors are not eligible to be board members. Terms are limited to a maximum of six years. The Mayor, in serving as Chair, provides a liaison with council but is not eligible to vote. The British Columbia Association of Police Boards has approached their Attorney General to have the appointment of the Chair left up to the board as opposed to council. To date, the Attorney General has not acted on this issue. The Chief and members of the service are employees of the board.

### **Relations**

The majority of participants in both the morning and afternoon sessions concluded they had good relations with their councils. However, it was agreed certain issues could cause friction between the two parties. Most agreed it was important for the police board to be independent, but that the lines of communication have to remain open. Several boards meet, or have representatives meet, with council or department heads on a regular basis.

One of the biggest areas of conflict identified for boards and councils is the police service budget. The council has to accept the global amount of the budget, while at the same time be accountable to the community. It is difficult for municipal representatives to advocate increases in the police budget to council when the budgets of other departments are being decreased. Boards need to better educate councils on the kind of police services possible within the budget.

Some participants stated that councils have enormous leverage in having "pet projects" looked after so that individuals will vote for the budget. An example was given in which community police offices were placed in four neighbourhoods of a community. Unfortunately two of the offices had to be closed due to staff shortages. This became a political issue with elected officials in the affected neighbourhoods.

In British Columbia there is an opportunity for arbitration at the provincial level if council does not accept the budget. Both Ontario and Saskatchewan also have oversight bodies to which an appeal can be made in the case of a dispute over the budget.

### **Problems/Issues/Solutions**

It was agreed that the best approach to some of the more contentious issues is a pro-active one. Both board members and council members need to be educated about community policing, including information as to why offices are put in certain neighbourhoods. Councillors who are on police services boards need to maintain a high profile and open dialogue with their peers. Providing councils with regular reports, statistics and business plans are good ways to help elected officials stay informed about issues that concern them.

Suggestions for improving board/council relations include having workshops that identify the goals and objectives of both parties. In Saskatoon there is a 10-week program in which citizens can enroll to learn about policing. The program is mandatory training for board members and members of council are also invited to attend.

It is equally important that chiefs and their staff have good relations with councils. In Ottawa Carleton, citizens groups volunteer through community police offices to undertake specific policing initiatives in the community, with the involvement of the local councillor. Also, committees comprised of representatives from various municipal departments, such as health, social services and police, meet and work collaboratively on issues ranging from homelessness to traffic.

Public meetings that are advertised and covered by the media were also suggested as a way of enhancing open communication with councils and the community.

In concluding the sessions, Mr. Badham left attendees with the question of what the CAPB as an association could do to assist in the facilitation of board/council relations. Your suggestions are always welcome and appreciated.

## ***Executive Development and Succession Planning***

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Mr. Grahame Baskerville, Vice Chair, Ottawa-Carleton Police Services Board, and Mr. David Sunahara, Manager, Research & Development Branch, Canadian Police College, served as resource people for the discussion group on Executive Development and Succession Planning. The session began with Mr. Baskerville stating it is the responsibility of the Board to ensure competent leaders are selected, and to lead police management by strengthening the performance of the entire organization. In order to effectively select new police executives and develop suitable successors, Boards must have a long-term vision that includes defined objectives. A strategic agenda is also required to allow the police service to meet the objectives

and to establish policies that direct the development of long-term plans in achieving that vision. Boards also need a defined and set criteria for police executive selection and to ensure leaders are developed internally.

Mr. Baskerville stated that prior to selecting a new Chief of Police, a Board must first understand the role of the Chief. He/she will act as the Principle Agent for the Board and lead the police service in making effective use of the resources provided to achieve the desired outcomes as outlined in the strategic agenda. To fulfill this role, the Board requires an individual that can work co-operatively to achieve mutual objectives.

Mr. Baskerville stated the Chief of Police must: be responsible for articulating the vision to the police service and the community; accept the challenge of influencing the police organizational culture to meet the expectations of the Board; be able to work with the Executive as a team to ensure that policy implementation proceeds smoothly; and, be willing and able to achieve the objectives with the resources made available by the Board and the municipality.

A Board must accept, support and have confidence in the Chief of Police's leadership abilities to implement the strategic agenda. As the Principle Agent for the Board, the Chief of Police should also be capable of challenging the Board from time-to-time to fulfill its responsibilities when determining the priorities and objectives of the police service.

### **Defining Competencies**

It is clear that the selection criteria for the Chief is a critical issue. A Board must have a clear understanding of the competencies required and strengths/weaknesses of the current team when planning for a replacement. If a Board makes the wrong selection, they can be locked in for many years with someone unable or unwilling to provide the necessary leadership to achieve the desired goals. A Board must ensure they select Executives who share their vision of policing in the future.

Mr. Baskerville believed selection has to be based on a competency model. These models exist in the private sector and in some of the larger police services. The Ontario Association of Police Services Boards has developed a competency-based Chief of Police selection process, and as part of the Ontario Police Learning System, a competency model for Ontario police executives is in the final draft stage. All of these models have similarities in that they identify and define competencies or skills, and group them by categories.

In general terms, police executives must possess certain technical and non-technical skills or competencies. Technical skills include ability and knowledge in the areas of human resources management, finance and budgeting, administration of the organizational infrastructure, and planning and managing the delivery of adequate and effective police service. A police executive must also have excellent communication skills, both written and oral, to allow him/her to promote understanding, impact the organization, and influence others.

In addition to the technical competencies are non-technical ones which relate to the ability to effect change in an environment that resists change. Non-technical qualities are vital to leadership. Today, leaders of an organization must have a vision of what the future will be for the organization and this vision must be so strong and convincing that everyone at all levels of the organization will be compelled to accept and become part of it. Leaders must have integrity and self-confidence, be capable of analytic and strategic thinking and problem-solving. However, a test of an executive's leadership is not just the ability to solve problems, but the capacity to articulate key questions, and having the people skills to guide collaborative efforts to formulate answers to these questions. This is part of fostering teamwork and leading change and innovation within a police service. The mark of a good leader is one who is able to embrace change and not be content with the status quo. Boards must also look for leaders with corporate courage such as

the willingness to advocate and defend an unpopular policy because it is good for the organization in the long term.

Mr. Baskerville said the high profile of a Chief of Police in the community requires someone who has, or can quickly acquire, the appropriate knowledge of the people and territory served by the police service and their impacts on police service delivery. This requires someone with political astuteness and the sensitivity to be able to maintain good relations with community groups and various levels of government.

### **Development of Police Leaders**

Mr. Baskerville said as part of the long-term planning process, a Board must develop a succession plan and keep it current. He believed that in the near future there might be a shortage of senior police officers with the right mix of competencies to meet the expectations and requirements of Boards. Hence, Boards have to take the lead to ensure that future leaders are being developed. Ideally, if this was done by all police services across the country it would somewhat reduce the "poaching" that some believe now takes place.

Boards and Chiefs of Police must consider the competencies and skills required for their future leaders and make them known to the members of their police service. Above all, support should be given to those within the service that indicate an interest in obtaining these skills. Boards must take the lead to ensure there is depth and quality in the senior management team to allow for continuity. This requires a consistent allocation of funds to support development education and training. Potential executives need to have relevant experience in addition to all the basic qualities, which requires support of Boards through secondments and other developmental assignments.

Mr. Baskerville concluded by saying the development of potential police executives and the selection of chiefs and deputies will be a continuing challenge. It is a task that should not be left until the imminent departure of an incumbent. Succession planning has to be an ongoing process of constantly identifying individuals for development to executive level positions.

**Dr. Sunahara** examined the skills required by a police service and identified three groupings: operational skills, management skills and leadership skills. All officers, regardless of rank, should possess all three. Dr. Sunahara provided an overhead outlining one view of the executive development continuum. It showed that as officers are promoted, their need for operational skills in general declines as their need for management skills increases.

Historically, the formal education process underlying executive development in policing has emphasized managerial skills. Skills such as budgeting, planning, scheduling and supervising fall under this heading. Despite the movement towards the empowerment of employees and teamwork, there will always be a need for managers and therefore a need for management education. This has been the emphasis of the executive development programs provided by the police academies and the universities and community colleges that provide police officer education.

Dr. Sunahara believed that to be a good executive, one must be more than a good manager. An officer must also have good leadership skills. By leadership skills, he meant those skills needed to ensure that everyone's energies are focussed on the group's goals. The ability to communicate, build relationships, think critically and create an organizational vision are some of the leadership skills needed by all officers.

The difference between an operational officer and an executive pertains to the context in which they must exercise leadership and not in the skills they need. For example, patrol officers must be able to think critically, establish relationships and communicate effectively within his or her small



work or neighbourhood group. The context in which an executive must do these same things will obviously be more complex and broader in scope, encompassing not only the police service but also various groups outside the police service.

Dr. Sunahara said leadership development has only recently attracted the attention of police services, police academies, colleges and universities. All parties recognize there is a great deal of work to be done by these formal educational institutions.

### **Skills and Succession Planning**

However, executives are not created in the classroom alone. If a police service wants a cadre of competent executives it must do more than send a few officers to school. It must build into its normal operating procedure mechanisms that give officers an opportunity to develop. Such opportunities also act as tests of an officer's leadership and managerial potential.

A number of police services already do this with a few officers. Selected officers are given exceptional access to training, exposed to a range of duties and in general given preferential treatment. This strategy tends to be somewhat self-fulfilling. Those selected initially do tend to rise in the organization, but in part, only because few others have been groomed.

An additional difficulty with this approach is that promotion is sometimes used as the mechanism for professional development. That is, an officer is promoted to make sure he or she has the necessary exposure to various new tasks. This puts the cart before the horse. Professional development should be the mechanism for promotion and not the other way around.

Dr. Sunahara said human resources technology can not yet predict executive performance so reliably that an organization can put all its eggs in one basket. For this reason, police services would be advised to provide development opportunities for more than just a select few. This would do several things. Firstly, the linkage between promotion and personal development that exists in the current fast tracking approach would be weakened. It would also increase the overall performance of the service by developing a larger pool of skilled managers.

In closing, Dr. Sunahara stated that good policing is almost entirely dependent on the quality of the labour force. And only in a hospitable climate, will a skillful labour force flourish. It is the executive's role to create this climate and to do so requires good management and leadership skills. Developing these skills is a lifelong task and one that must be pursued by both the officer and the police service.

After the presentations concluded, considerable discussion ensued on the development and training provided to officers. The group felt it is critical for development and training to be conducted externally (i.e. National Defense College, FBI Academy), and discussed the possibility of arrangements between police services and local colleges to offer centres of excellence, which would provide both financial and operational benefits. Police services need to work collectively to emphasize development skills; ie. through contracting with other police services to provide training. It was noted that middle to large size police services have a greater opportunity for professional development but not enough senior positions, whereas smaller police services rely on "poaching" to obtain developed officers. The group also discussed mentoring as a means to develop officers for future leaders, and felt "coaching" was also an essential skill and one of the most effective ways to develop officers. Leadership abilities should be identified after 10 to 15 years of service as this would ensure officers are selected earlier in their careers and given an opportunity for promotion.

Discussions touched on the use of secondments as a tool for professional development and the group felt this should be done in partnership with all police services to allow officers the opportunity to upgrade their skills as well as provide training to middle managers. However, some

concerns were raised about the officer's ability to utilize their developmental skills upon return from secondments unless they are considered part of the "promotional circle".

The group suggested that executive development and succession planning form part of the bargaining process and that police associations should have an opportunity to participate in the promotional process. Other recommendations were that financial incentives be offered to officers for completed courses, that alternate methods to reward for knowledge be considered, and that the Chief of Police recruiting process be open to other ranks. The group hoped these suggestions would create an environment where learning is considered part of the norm.

## *Performance Appraisal Systems for Chiefs*

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The two discussion groups on the topic of "Performance Appraisal Systems for Chiefs" were led by **Shirley Cordiner, Chair, Niagara Regional Police Services Board, Woody McKaig, Solicitor, Niagara Regional Police Services Board, and John F. (Jock) Snell, Board Member, Delta Police Board.** The presenters provided hand-outs on the performance evaluation systems used by their respective boards, which can be obtained from the CAPB.

Each session began with a request for a show of hands in response to the following question, "How many boards currently have a performance appraisal system in place?". The answer was - *few.*

**Mr. McKaig** discussed the reasons why boards need to have effective performance appraisal systems in place and their responsibilities in the process, including:

- Boards should have appropriate policies in place that provide the chief of police with written direction. For more specific direction, board motions and resolutions can be approved, as required.
- Boards must have a good working relationship with the chief of police, communicate effectively and provide clear direction as to the expectations of the performance of the chief.

Communication between the parties is critical so that the board and the chief understand each other's role. Good communication, either written or verbal, allows the board to deal with issues before they become problematic.

In most jurisdictions in Canada there is a statutory obligation to conduct appraisals. However, they are difficult to perform because board composition changes on an on-going basis; boards are mostly comprised of part-time members; evaluations must not become subjective - which can be difficult to overcome; and the grey areas of policy versus operational may overlap.

Each presenter described the appraisal method used in their respective jurisdictions.

Mr. McKaig reported that in the Region of Niagara, the Board provides the Chief with a self-appraisal form for completion. All Board Members complete the same appraisal form and assessment independently of each other. Human Resources and the Board Solicitor bring all the forms together and average the ratings. The Board and Chief then meet to discuss the combined performance appraisal (the Chief does not receive the individual appraisals completed by each Board Member), at which time the Board asks the Chief about his goals and discuss the appraisal. The Board also provides the opportunity for the Chief to respond in writing to the appraisal.

Mr. McKaig advised that boards should reinforce positive behaviours, accomplishments and factors. For less positive appraisal matters, boards need to advise the chief of areas that need improvement, as well as provide direction for change.

**Mr. Jock Snell, Member, Delta Police Board**, spoke about the model of performance evaluation used by the Delta Board, which was developed by the Ontario Association of Police Services Boards (OAPSB). Documentation provided by Mr. Snell included a Handbook on Performance Evaluation for the Chief Constable, a Job Description for a Chief Constable, and an actual Performance Evaluation form.

Similar to the approach used in Niagara, each of the board members receives a performance appraisal which they complete independently of each other. The information is shared with the Chief of Police and the Board allows the Chief to come back with his/her comments. For example, as a result of the review, the Chief may advise they either feel they have the full support of the Board or they feel unsupported by the Board.

The discussions with Mr. Snell resulted in the following recommendations:

1. The performance appraisal process must be completed, should be kept simple, and should be improved upon after each review.
2. The Chief needs to be considered as the Chief Executive Officer (CEO).
3. Boards need to communicate their strategic plan of community needs, desires and concerns.
4. Do not get overwhelmed with detail. Keep the "big picture" in mind.
5. Communication between the Board and the Chief of Police is most important.
6. Provide the Chief with the opportunity to respond to his/her performance appraisal.
7. Boards may want to get feedback from their Police and Senior Officers' Associations during the development of the actual performance appraisal.
8. Objectives for the police service should jointly be arrived at with the Board and the Chief of Police.

The session concluded with the suggestion that boards may also want to consider self-appraisals of their own performance.

## *Use of Auxiliaries - Civilians and Volunteers*

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**Inspector Irena Lawrenson, Manager, Operational Research Section, Ontario Provincial Police** and **Inspector Stuart Ruff, Officer in Charge of the Community Policing Division, Victoria Police Department**, acted as resource people for this workshop.

**Inspector Lawrenson** commenced her presentation with the statement that fiscal restraint is the major issue influencing the use of auxiliaries, civilians and volunteers. Police services are looking for innovative ways to improve service to the public while at the same time being cognizant that quality of service is equally as important as cost-savings.

Within the O.P.P., civilians have not replaced uniform officers; rather, they assist the officers in the performance of their tasks. Such initiatives have allowed the O.P.P. to take advantage of the wide array of talent within the community to perform specialized functions, and provided an opportunity to bring the police and the community together to promote community policing.

Inspector Lawrenson provided a description of how auxiliaries, civilians, and volunteers are used within the O.P.P.

### **Auxiliaries**

The *Ontario Police Services Act, Section 52(5)* sets out that "... The Chief of Police may authorize an auxiliary member of the police force to perform police duties only in special circumstances, including an emergency, that the police officers of the police force are not sufficiently numerous to deal with."

Auxiliary officers are not special constables, nor do they have police authority or powers of arrest, however they do possess citizen powers of arrest.

The O.P.P. Auxiliary Mission Statement sets out that the unit will "provide fully trained volunteer auxiliary members to perform police duties in special circumstances, including emergencies."

The O.P.P. has entered into a Statement of Intent with the O.P.P.A. (Ontario Provincial Police Association) regarding the O.P.P. Auxiliary. In summary, it states that the auxiliary shall not be used to replace regular members, patrolling with officers is recognized as important but shall not be construed as replacement of the officer, firearms training shall be limited to orientation, and the primary focus of the auxiliary shall be to enhance community policing efforts, crime prevention programs and public service, not direct police service delivery.

O.P.P. Auxiliary do assist with patrol, property checks, marine personnel, special events such as parades, telephone answering, traffic direction at collision scenes, survey administration, staffing at community displays and tours at General Headquarters.

Auxiliary must undergo a comprehensive recruitment process including selection criteria as set out in the *Police Services Act*, background investigations and psychological testing. Training consists of extensive orientation and regular refresher training, including traffic control and traffic stops, powers of arrest and liability, protocol and conduct, proper use of force (pepper spray, baton, handcuffing, search), first aid and CPR.

Auxiliary officers generally are expected to work directly under the supervision of a regular officer. In situations where there is a high degree of risk, an auxiliary officer must be directly supervised by a regular officer. In low risk situations, a regular officer must be accessible to the auxiliary officer.

A Provincial Auxiliary Executive Committee has the overall administration of the O.P.P. Auxiliary Program. Representation on this committee includes representatives from the auxiliary unit, a representative of the O.P.P.A. and a representative from the Commissioned Officers' Association. The Committee is overseen by the O.P.P. Operational and Policy Support Bureau Commander.

### **Volunteers**

O.P.P. volunteers are involved in community issues related to policing, in partnership with the O.P.P. Some community initiatives include Neighbourhood Watch, Marine Watch, Rural Watch, Block Parent, education and awareness, Snowmobile Trail Officer Program, Phonebusters/SeniorBusters and Crime Stoppers. Specially trained volunteers are also involved in search and rescue operations and victims services.

### **Civilianization of Uniform Positions**

In 1990, the O.P.P. undertook a review of all uniform positions at its General Headquarters. The Review Criteria consisted of the following questions:

1. Is there a need for police powers of arrest?

2. Is there a legislated requirement for a police officer to fill the position?
3. Is there a need for a firearm when carrying out the duties of the position? and
4. Is police training and experience critical to the performance of the unit/function?

Other issues which needed to be considered were the accommodation of police officers who have been injured, are seriously ill or pregnant. There was a further need to reserve police positions for developmental purposes, and for there to be sufficient numbers of police officers available to respond to emergency situations.

Many challenges arose throughout the civilianization process, including pay issues, staff turnover, morale/career advancement, flexibility of resources/deployment and the bargaining unit.

Although many police services view civilianization as a means of cost control, civilians may, and often do, demand pay equal to that of sworn officers. In such a case, there is very little incentive to civilianize a position as a cost-cutting measure.

The O.P.P. has made an on-going commitment to review vacancies and new positions as they arise to determine whether positions should be classified as civilian.

**Inspector Stuart Ruff's** current focus is on the amalgamation of the community policing functions of the satellite stations of the Victoria Police Department. He provided his thoughts on the use of civilians, volunteers, auxiliaries in that jurisdiction.

### **Civilianization**

He believed civilianization is a viable alternative which allows police administrators to make efficient use of resources. Such initiatives are important in today's police organizations as sworn resources are stretched, police budgets are shrinking, costs of policing and external pressures to control spending are increasing, as is the need for greater specialization.

It is the responsibility of the police administrator to examine positions which do not require the presence of a sworn officer. Some benefits to consider include cost savings, expertise required, increase in efficiency, and better deployment of existing resources.

Insp. Ruff identified challenges which need to be addressed and monitored in relation to civilianization: pay issues, the relationship between the sworn and non-sworn personnel, personnel turnover, opposition from bargaining units and training.

Some of the competencies that need to be considered when seeking non-sworn personnel include knowledge, transferable skills, being a team player, communication/people skills, sensitivity to law enforcement issues, credibility, adaptability and shared vision.

In order for civilianization to be successful, there needs to be a commitment from the rank and file, senior management and the police board. Lines of responsibility and reporting need to be clear to everyone within the organization.

### **Auxiliary/Reserves**

Reserves in Victoria are involved in the Neighbourhood Watch Program, home security checks, personal safety lectures, business liaison, cadet program, criminal record checks for volunteer programs and Block Parents, community stations and community events.

Reserves are a volunteer workforce. Because of concerns expressed by the British Columbia Police Unions and the public, the Ministry of the Attorney General in B.C. ordered a review of the auxiliary/reserve programs in the province. Some issues examined in the review included the role

of the auxiliary/reserve, the mandate of the program, duties, firearms authorization, liability concerns, risk management issues, financial issues, governance, standards and public accountability. The essential findings of the review included the need for duties to be defined by police administrators; and that Auxiliary/Reserves are to be utilized as a community-based policing resource.

## **Volunteers**

Inspector Ruff concluded by outlining the many police station programs and initiatives that volunteers are involved in, including:

- Pawn Sheet programs
- Seniors Reassurance program
- Lock it or Lose it program
- Neighbourhood Watch program
- Community newsletters
- Bicycle engraving and registration
- Block Parent liaison
- Speed reader program
- DARE (Drug Awareness and Resistance Education)
- Proactive follow-ups on break and enters
- Auto Crime Prevention campaigns
- Combat Auto Theft program.

## ***Plenary Sessions***

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- [Civilian Governance: A 10-Year Retrospective](#)
- [Community Policing: Successes and Future Challenges](#)
- [Update from Solicitor General of Canada](#)
- [Organized Crime](#)
- [National Crime Prevention Centre Update](#)
- [Adequacy and Effectiveness Standards - The Ontario Experience](#)

## ***Plenary Sessions: Civilian Governance: A 10 - Year Retrospective***

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In recognition of the Association's 10<sup>th</sup> Anniversary, it was considered appropriate to begin the Conference with a retrospective on how police governance has evolved over the last ten years, and to reflect on what challenges face us in the coming decade. The CAPB was very pleased to welcome as presenters **Mr. Philip C. Stenning, Associate Professor, Centre of Criminology, University of Toronto**, and **Mr. Emil Kolb, Chair of the Regional Municipality of Peel and its Police Services Board**.

**Professor Stenning** began with the statement that every decade has its watch words and in the 1990's the key governmental watch words have been accountability, community, and fiscal restraint/deficit cutting. He believed it is these watch words that have principally shaped the development and evolving role of police governing authorities in Canada in the 1990's.

It was ten years ago that the Marshall Inquiry in Nova Scotia closely examined police governance and identified a number of improvements needed in the role and function of police boards in that province. It commented that police boards were inadequately staffed and resourced; its members had inadequate training, education, and opportunities for professional development; and the mandate of these boards was not as clear as it might be. The Marshall Inquiry recognized that in order to make these improvements, a joint provincial and municipal effort would be necessary.

Two other reports, the Niagara Regional Review Commission Report in 1988 and the Royal Commission Report on the Niagara Regional Police Force in 1993 had similar comments to make about the challenges confronting police governance, and in particular the role of police services boards and their relationship to their chief of police, the police service and municipal council.

In 1989 the Canadian Association of Police Boards was founded which created a national institution through which some of these improvements could be and have been pursued.

Also in 1989, the Report of the Race Relations and Policing Task Force in Ontario commented on deficiencies in the system of police governance in that province. One of the more important outcomes of that report was the *Ontario Police Services Act 1990* which has been critical in the development of the role of police boards and commissions over the last ten years. The legislation itemized in more detail the functions and responsibilities of police boards, emphasized the need for boards to reflect the communities for which they were responsible, and clarified the mandates of police boards and provincial oversight bodies such as the Ontario Civilian Commission on Police Services. It gave that particular body greater powers to monitor the work of police boards and to take remedial action if it was not considered to be satisfactory.

The *Ontario Police Services Act* also adopted the notion of community policing as an official philosophy for policing in the province. Mr. Stenning felt this notion has had very important implications in terms of the role of police governing authorities.

The initiative in Ontario led to other provinces revising their police acts, including Saskatchewan in 1990 and New Brunswick in 1997. Alberta had previously revised theirs in 1988. In British Columbia, the 1994 Oppal Inquiry Report contained several important recommendations for police services boards, but they have not yet been implemented. Manitoba and Newfoundland do not have police boards, but both have adopted community policing as an official philosophy of policing.

Studies of police boards in the late 1970's and early 1980's portrayed them as essentially rather passive bodies, primarily focused on four key functions or roles:

- approving major expenditures and the budget of the police force
- overseeing labour relations, in particular collective bargaining
- acting as a communication conduit between the police service, the community and local elected government
- selecting and appointing the chief of police and the senior officers on the force.

At that time police policy was largely the responsibility of the chief of police and it was rare that the board played a significant role in the development of police policy.

As a result of the advent of community policing, the role of police boards now is dominated by two main preoccupations. One is to engage in open, direct and frequent public consultations about policing, policies and priorities, and the other is taking a much greater role in the development of police service policy. These two roles have led to increasing demands on the members of police boards in terms of time and skills. It has also highlighted the need to enhance the selection processes for members of police boards to ensure they better represent the communities they

serve, and that they have the skills which are now necessary to perform their functions effectively within a community policing context. The tendency is to try to make the appointment process of board members more open and accountable.

In the 1990's, the responsibilities and profiles of police boards were further enhanced by a more general trend in government towards devolution, whereby functions which were previously either the sole responsibility of provincial governments or were shared between provincial and municipal governments, have been increasingly devolved to municipal governments. This has resulted in making the work of police boards even more important and high profile now than ten or fifteen years ago.

The traditional relationship between the board and the chief of police has conventionally been discussed in terms of two key ideas: the notion of police independence and the notion that there is a relatively clear distinction between policy and operational considerations. Research done in the 1980's on the relationship between police boards and their chiefs found that neither of these concepts was well understood. There was little agreement as to what police independence really meant and what its implications were for the board/chief relationship, and there was little consensus about how to actually operationalize the distinction between policy and operations in this relationship.

Professor Stenning stated that during the 1990's the goal posts on this particular playing field shifted considerably. Greater intervention, direction and control by police governing authorities was favoured against more traditional notions of police independence.

The work of the CAPB and the Ontario Association of Police Services Board (OAPSB) have been very critical in developing and defining the role of police boards. In 1991 the OAPSB produced guidelines for the selection of chiefs and performance evaluation standards for chiefs which have helped to clarify the role of police boards and made them more effective in selecting and appointing chiefs.

The CAPB's Pursuit of Excellence initiative which began in the early 1990's has had an important impact in enhancing the selection and education of police board members and their understanding of their role and how to perform it effectively.

Mr. Stenning next addressed the impact of fiscal restraints in the 1990's. He pointed out that while resources have been shrinking, the demands for policing have not. What this has meant for police boards is that:

- Members have had to become much more sophisticated, well informed and critical about the minutiae of police budgets.
- Both chiefs and members have had to become more imaginative (and mutually supportive) in finding ways to achieve and improve policing that do not involve additional demands on the police budget.

All this has focused attention on the quality of police leadership. One of the initiatives in which Professor Stenning has been involved is the Ontario Advisory Committee on the Police Learning System, which is trying to develop better standards for the education, development and selection of senior police personnel. He hopes to see legislative removal of the barriers to accountability and effective remedial action which have been put up by the courts over the years, and which make it difficult to hold chiefs accountable for their performance.

As demands on police governance have increased in the 1990's, provincial governments have responded in two key ways. The role of provincial oversight has expanded and there is a trend towards the creation of clearer and more substantial standards for police. Mr. Stenning raised a



note of caution about the need to satisfactorily reconcile standards with unique local community circumstances and needs, and to guard against a simplistic "one size fits all" mentality.

Returning to the issue of accountability, Professor Stenning noted that the courts have had a significant influence in the 1990's in the area of civil liability, a good example being the recent Jane Doe case in Ontario. With the increasing development of provincial minimum standards for adequate policing, he felt that members of police services boards can expect to be held seriously liable in civil damages for failure to perform their tasks up to standard and ensuring their police services are performing up to standard. He regarded this as a positive development and hoped legislatures will resist the temptation to legislate immunity from legal accountability for police boards.

Professor Stenning concluded his review of developments over the past decade by commenting on the serious lack of systematic empirical research on the role and functions of police boards in the 1990's. There has not been any substantial research since the 1980's to provide the kind of quality data that is needed in order to understand how police governance is working, how well its governing, what the challenges and needs are as we go into the next millenium. It was Mr. Stenning's view that sound research of this kind is absolutely essential as a basis for good policy and he hoped the CAPB will address and rectify this in the next few years.

**Continued:** [Some Ideas for the Future](#)

## ***Plenary Sessions: Civilian Governance: A 10 - Year Retrospective***

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Continued:

### **Some Ideas for the Future**

Professor Stenning believed that if boards are to meet the needs of policing in the first decade of the next millennium, they will need to evolve in more radical ways than they have in the past 10 years.

Up to now, efforts to make policing more effective have focused largely on how traditional public police services can be better organized, managed, trained and deployed. However, what the community policing concept has taught us is that within communities there is an enormous variety of resources beyond those of public police services, or even governments more generally, through which effective policing, security and safety can be accomplished. What is clear from studies of the modern realities of policing is that the enormous potential of all these other policing resources is currently both underappreciated and underutilized.

Professor Stenning stated that studies of modern governance strongly suggest that future trends will see a growing dispersal of the functions of governance away from traditional institutions of the state, and that what will be needed for the most effective governance will be effective coordination of the various resources.

These developments have convinced Professor Stenning that police boards must begin to take a much more expansive view of their role if they are to effectively fulfill their responsibility of ensuring adequate and effective policing of their communities. Specifically, it will require boards to be aware of, and to take full account of, *all* the resources available within their communities

through which effective policing can be accomplished, and to arrange and oversee optimum coordination and collaboration of all those resources.

Professor Stenning concluded by relating an interesting development. Last year, a well respected English police leader, the Chief Constable of the Surrey Police Service, gave a speech to his fellow chief constables at their annual conference, in which he suggested public police in England should seriously consider giving up routine patrol as one of their core functions within the next two to five years. Instead, he advocated, this function should be contracted out to private and/or community organizations under police supervision and regulation. The Chief felt his suggestion had received a generally warm reception.

Professor Stenning acknowledged that such a suggestion would have been unthinkable ten years ago. However, he believes a great deal has changed in the past decade, and that if police boards are to remain relevant and effective they will have to start contemplating futures for themselves which, until quite recently, were not considered thinkable.

As **Chair of the Peel Regional Police Services Board** for several years, and through his involvement with both the CAPB and the so-called "Big 12" police boards in Ontario, **Emil Kolb** has been a part of the evolution of police governance over the past decade. He shared with delegates his own thoughts on the changes that have occurred.

He began by observing that "policing is complex business and governing police has kept step, becoming even more complex". He believed this was due to the fact that policing must not only accommodate changes in computer technology and government legislation, but must also deal with changes in approach and community expectation. Ten years ago, community-based policing was just off the ground, and today it is the only effective way in which to engage the public.

This means the driving force behind the change has to be the board working together with the chief. If the relationship between the board and chief is strained it is very difficult to accomplish the things that need to be done.

Chair Kolb referred to the Region of Peel, a community of 930,000 with both substantial industrial/commercial areas, as well as a significant commuting population. For them, community policing meant getting away from a large divisional building and opening up neighbourhood community stations located in malls, community centres and storefronts. He believed each community must determine what approach will work best for them.

Leaning heavily on the advice of the Chief, Peel has also chosen to move to specialized units rather than general responsibilities. This allows officers to gain knowledge and expertise in specific areas and brings them closer to the client group.

Another innovation Chair Kolb shared was that of promoting an organization with the philosophy of "service to the community", resulting in the police and community working together.

Chair Kolb stated he could provide many examples of trying to cope with legislative changes, new areas of serious crime and trying to decide what type of computer system will last longer. The bottom line is policing has become more complex and to do the job properly one must understand the various factors in place in order to make informed decisions.

Like Professor Stenning, Chair Kolb observed that the police, boards and board members are far more accountable for their actions due to provincial oversight bodies, civil remedies and community expectations. Boards must hold their chiefs, and through their chiefs, the police service, far more accountable than before. He referenced a conference held in Peel at which Mr. Murray Chitra, Chair of the Ontario Civilian Commission on Police Services (OCCPS) spoke

about the responsibilities of the board with respect to the new Adequacy and Effectiveness Standards Regulation in Ontario. He said the introduction of minimum standards makes it even more critical that boards and police services meet the standards.

Chair Kolb stressed the importance of the board's relationship with the chief and senior management, saying both parties must understand each other, be able to disagree, come to consensus and make a decision together. Accountability also involves boards conducting objective annual performance evaluations of the chief and whether the police service is meeting the standards and goals set by the board.

Board accountability means being more responsible for the budget and directing the use of that budget. The days of continual increases without an underlying rationale and relationship to established priorities are gone.

Chair Kolb commented that it is only recently that systems have been created to support the activities of the Board and its members. A decade ago, board training was essentially non-existent. Now, in part through the creation of this Association, every conference involves some component of board training or assistance on key issues. This is also true for provincial associations. Most provincial governments have staff available to assist boards or provide training. Chair Kolb believes this change has come about because of the recognition of the importance of boards in policing.

Chair Kolb next noted that ten years ago, the Peel Police Services Board employed two staff people, one being the board secretary who split his duties 80/20, with 80% being devoted to work as the Director of Administration for the police service. The board's administrative assistant prepared the agendas, and undertook secretarial work. Today there is a staff of three devoted entirely to the responsibilities of the Board. From his perspective and experience, boards cannot successfully do their job in 1999 without having their own professional staff.

Chair Kolb firmly believes that for many boards, effectiveness has increased along with complexity, accountability and the growth of support systems. He believes that if you have sufficient and efficient staff and a good chief who can put clear and convincing facts before the board, then agreeing with staff recommendations is not a problem. But if they can't do this, it is the board's duty to ensure they are satisfied that whatever decision is made fits the community.

Chair Kolb believes his board has taken more control in the areas where it needs to and has made the tough decisions that were required. As an example, he related that several years ago his board recognized a need to increase the level of investigation into the abuse of children. There was resistance on the part of the chief but the board persevered. A program was eventually developed and has subsequently been internationally recognized.

More recently the board and chief developed a case demonstration which showed they were under strength. The result was the approval by council to hire an additional 107 police officers. The funds amounted to about \$10,000,000.00 and resulted in a small tax increase.

Chair Kolb noted it has been his experience that the role a police board plays, or chooses not to play, has a significant or even a crucial impact on the entire police service. It is also his firm belief that based on his observation over the past number of years, boards are getting better at what they are doing. However, they need to continually challenge themselves to do a better job.

The final observation Chair Kolb related was how the makeup of boards has changed. In 1974 boards, at least in Ontario, were headed by a judge and were dominated by lawyers. In the last decade in Peel there have been members who have been social workers, union members and

health care workers. He believes their contributions and the overall broadening of representation on boards has been one of the most positive changes.

Chair Kolb concluded by saying that, in his opinion, complexity, accountability, support and effectiveness are the key developments over the past ten years in civilian governance of policing. But one thing that hasn't changed is his belief that one of the most important volunteer functions anyone can perform is providing effective governance of policing.

## ***Plenary Sessions: Community Policing: Successes and Future Challenges***

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CAPB delegates were provided with three different opinions on whether community policing has been successful to date, as well as what future challenges lie ahead. The three panelists were: **Lenna Bradburn, Chief of Police, Guelph Police Service; Michele Austad, Executive Director, Calgary Police Commission; and Dave Griffin, Chief Executive Officer, Canadian Police Association.**

Speaking from the perspective of a chief of police, **Chief Lenna Bradburn** related that police services across Canada really only began to implement community policing in the 1980's. At that time, if you had a zone policing strategy, foot patrols, and a community relations officer, you were generally considered to be doing community policing.

In 1990, the *Police Services Act of Ontario* was amended, making it a requirement for police to provide community oriented policing. However, the legislation did not define what that meant.

In 1996 the Ontario Ministry of the Solicitor General and Correctional Services, and the Ontario Association of Chiefs of Police set about defining what was meant by community policing. The definition that has been published is: "*A means of police service delivery which recognizes that the maintenance of order, the prevention of crime and the resolution of crime and order problems are the shared concern and responsibilities of the community and the police. Working in partnership, the community and the police participate jointly in decision making and problem solving. This includes the identification and analysis of crime and order problems, the determination of policing priorities and needs, and the development and implementation of strategies for dealing with crime and order problems*". This definition reflected the notion that community policing is not only a front line operational application, but must also be a philosophy applied at the corporate level.

Chief Bradburn identified some initial front line service delivery strategies implemented by some police services:

- deployment of police officers to neighbourhoods or zones
- formal mechanisms to determine community needs
- project based teams to respond to specific priorities
- enforcement strategies targeted at identified problems
- direct involvement of community partners
- developing and implementing solutions with community partners.

She pointed out that in early attempts at community policing there was no real change to the organizational structure or culture of the police service, and there was a real contradiction between the traditional policing model and the new philosophy in terms of how they were managed, the relationships between staff and management, and their roles. In her view,

community policing can not simply be placed on top of the traditional model of hierarchy and structure.

She then highlighted some of the characteristics of a police service operating with a community policing philosophy:

- **flexibility** to reallocate resources to meet changing community needs.
- a broad range of **competencies** in staff to engage in problem identification and problem solving, as well as a degree of authority to make decisions and to commit the organization within defined parameters.
- encouraging members to be **innovative risk-takers** and to learn from their mistakes.
- a management philosophy that **supports and coaches** members to use all of their skills, knowledge and experience.
- **organizational policies and procedures** that focus on setting out the parameters by which members make their decisions.
- **formal mechanisms** at both the front-line and corporate levels to obtain community input into policing priorities and needs.
- an **integrated service** to the community with other agencies and organizations that focus on quality of life issues.

These characteristics are quite different to those of the "traditional" police service based on command-and-control, hierarchy, elitism, organizational silos, prescriptive policies and isolation.

Using her own police service as an example, Chief Bradburn described some of the significant changes made to organizational culture and structure since 1997 to facilitate a neighbourhood service delivery model. In particular, an organizational culture has been developed that values the input, ideas and involvement of others, and clearly views police constables as professionals. Creativity, innovation and risk-taking are strongly valued, as is learning. While some symbols and traditions of past years have been retained, those which were in conflict or contradictory to the new culture and structure have been eliminated and replaced with others which support the new organization.

Front line services are now delivered by cross functional teams of constables who work in specific neighbourhoods for extended periods of time. In addition to relying on conventional reactive strategies for responding to emergency calls for service, each neighbourhood team deploys a variety of strategies to respond to non-emergency calls for service and community problems.

A management style has been instilled that recognizes each member of the organization as an equally valued colleague. Managers provide leadership, support, coaching and resources to enable members to perform their tasks effectively. Participatory management strategies provide non-management members with opportunities to be directly involved in decision-making. These changes in management style have facilitated the implementation of effective communication strategies throughout the organization.

## ***Plenary Sessions: Community Policing: Successes and Future Challenges***

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Continued:

### **Future Challenges**

Chief Bradburn believed board members and police leaders face the following challenges in the future:

- recognizing that a **culture clash** is occurring with members whose values and expectations are based on the old model co-existing with new members whose values and expectations are based on the new model.
- creating a workplace environment that encourages **innovation, risk-taking and organizational learning**.
- establishing workplace relationships that are **collegial** in nature and not focused on superiors/subordinates.
- acquiring staff with **specialized skills and knowledge** that were not previously required.
- re-defining and putting into practice the **new role of managers/supervisors** as coaches, mentors and leaders.
- acquiring **training** for members in new skill sets (e.g., problem-solving, community development, listening, client service).
- contending with **legislation and police training facilities** that continue to reinforce the elitism of the traditional model.
- **flattening** the hierarchy.
- managing **resistance** to change and **chaos**.
- eliminating **symbols and traditions** that are inconsistent with the new culture and replacing them with those that are consistent.
- ensuring **collective agreements** are consistent with the new philosophy and do not impede the organization's ability to re-allocate resources to meet community needs in an effective and efficient manner.
- establishing and maintaining **formal mechanisms** for joint police-community problem identification and solving at both the front-line and corporate levels.

Chief Bradburn concluded her presentation by addressing the issue of funding. She commented that if community policing is placed on top of the traditional organizational structure there is no doubt the taxpayer will pay more. If a police service is fundamentally changing the way it operates to adopt a community policing model, there may be some start-up costs. However, in the long term, she felt confident that any up-front investments will be paid back to the community in a much more efficient, effective and accountable police service.

**Ms. Michele Austad**, commented on the successes and challenges of community policing from the perspective of a police board, using the Calgary Police Service as an example.

She stated Calgary has a proud tradition of community policing which spans three decades. It means that not only are communities encouraged to provide input on policing, but the police service is committed to giving careful consideration to their input.

Ms. Austad felt the term "community policing" becomes meaningless if you do not have the resources to connect with your community. If police boards and police organizations are engaged in the community and are able to secure adequate funding and allocate it appropriately, then police services can take a lead role in facilitating and energizing the community they serve.

Ms. Austad noted that Calgary's population has increased by nearly 100,000 people in the last five years. She identified a number of issues that pose challenges to community policing with this kind of growth.

Although funding for policing has increased, it has not kept pace with the rate of growth of the city and demands for service. Not only are municipalities struggling to provide service for more

people, but they are getting less money from the provincial government in the way of grants. What increases have occurred are attributed to a long term investment in community policing.

Despite these challenges, Ms. Austad shared why she felt the Calgary Police Service succeeds in keeping community policing going. They operate on a five district system, with community-operated police stations. All of the facilities are used by community members. They are staffed to varying degrees by community volunteers and funded in part by community fundraising efforts.

The Calgary Police Service struggles to provide methods that are popular with the public such as mounted, bicycle and foot patrols. They have experimented with different types of deployment, from geographic zone policing to team policing. The city is divided into 30 zones and each zone has a senior constable assigned as a community liaison officer. Feedback from the community indicates this is the single most successful program.

Ms. Austad concurred with Chief Bradburn's assessment that if community policing is placed on top of traditional policing it is going to be very expensive. The Calgary Police Service has spent a great deal of time working on changing its business processes and improving police service delivery. A review of many of their internal processes is in progress. In the last five years, \$5 million has been saved from streamlining, restructuring, re-engineering, eliminating some positions and civilianizing others.

Ms. Austad noted that Calgary has 861 active volunteers working in 24 programs. The private sector is generous and the community has even bought a helicopter for the police service. Other enhancements which have been successful are community action requests and selective traffic enforcement programs.

She advised that the Calgary Police is still faced with the incompatible differences between what the community wants and the limited resources they have to deliver services.

Ms. Austad concluded by saying that no matter how one defines community policing it is resource intensive and expensive, but she believed it was more expensive not to have community policing. In Calgary they enjoy unparalleled public support and their goal has to be to maintain that support in the face of reduced resources.

**Mr. David Griffin**, presented his thoughts on community policing from the perspective of police officers across the country.

He started by saying it is very difficult to measure how successful community policing has actually been. He argued that crime statistics are very poor indicators of what is really going on, especially when police services are making it more difficult to report crime.

Mr. Griffin compared the decision to implement community policing in recent years to that of trying to launch a luxury vehicle on the eve of a recession. There are many competing demands on municipalities for resources, and community policing is expensive, at least at the front end. He believed that one cannot simply change organizational priorities without bearing some costs.

Mr. Griffin also argued that the public perception of safety and what people see happening in their communities does not support the notion that community policing is working in reducing crime. There is a thriving alarm industry and a growing private security sector which is encroaching into the public policing domain. He also felt that citizens in general do not believe they are as safe as in the days of traditional policing.

To illustrate his belief that community policing is not functioning successfully and that service is suffering, Mr. Griffin shared three personal anecdotes in which his family had come into contact with police and found service lacking.

In talking about the cost of community policing, Mr. Griffin believed it is not just funding but also services that are being surrendered to pay for some of the new programs being introduced. He related that the concern he hears repeatedly from his colleagues is that they feel there is a "flavour of the day". For instance, if impaired driving is emphasized, officers will be pulled from other programs to address it for a period of time.

Mr. Griffin felt a lack of training is a problem, and agreed with Chief Bradburn that to deliver successful community policing there must be a commitment to training.

Mr. Griffin also addressed his belief that some of the traditional policing functions have been surrendered to private interests. He cited as an example, the increase of private security in public places such as shopping malls. He questioned who protects the public interest when a private interest is responsible for community safety.

Mr. Griffin felt that police associations are often seen as barriers. The statement that managers need more flexibility to deliver community policing is often heard. An example is that of shift scheduling and the belief that police officers are resistant to any change that will allow management more flexibility to deploy resources as they best see fit. On the opposite side, when Mr. Griffin talks to officers who are involved in community policing programs, they speak quite openly about how they like their job, the hours of work, and having many weekends off. The problem is that officers not assigned to those duties are still working around the twenty-four hour clock because they don't feel secure with the number of police officers left to deal with calls for service. Those are the types of issues that have yet to be bridged in order to achieve more flexibility.

Mr. Griffin stated the concept of devolution of authority is one most young officers who come into a police service would support quite readily; i.e. the perception that they have more authority, responsibility and accountability. The difficulty comes when the officer makes a decision that is not consistent with what people may expect, and it is determined that the decision was not the best one. What happens quite often in this situation is that they revert to the old hierarchical structure. They find themselves back in a disciplinary system or an investigation challenging the decision they made. Mr. Griffin agreed with the earlier comment that there is a culture clash, but was not sure it could be changed overnight.

Having said all that, Mr. Griffin felt that community policing is a very significant public relations tool for the police service, but he did not think in the short term it should be substituted for the traditional policing model. To be successful, he believed police services boards, chiefs of police and associations must come together, and have a better understanding and respect for the role that each plays in the delivery of police services in our communities. He likened the relationship to a three legged stool, with each being one leg of the stool that supports the organizational culture and police service. If one leg of that stool is broken or is longer or stronger than the others, then the stool is going to be out of balance.

Mr. Griffin believed that where there is a healthy, positive organizational culture, mutual respect, communication between each of the three stakeholders, and a clear understanding of the role that each plays, those communities have the ingredients for success and can achieve organizational change. Flexibility can be developed between the association, the board and management, and shared goals can be achieved.



Mr. Griffin commented that one has to be prepared to make and sustain an investment even though it will be difficult to measure that investment ten years from now. And if front-line police officers, police managers and police services boards share the commitment to work together, enhanced community safety can be delivered.

*Mr. David Griffin, CPA Executive Director, Chief Lenna Bradburn, Guelph Police Service, Michele Austad, Calgary Police Commission Executive Director and Shriley Cordiner, CAPB Secretary/Treasurer*

## ***Plenary Session: Update from the Solicitor General of Canada***

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### **Contract Policing Program**

As in past years, officials from Solicitor General Canada were present to provide an update on policy initiatives. This year's update was presented by individuals from three different directorates, beginning with **Mr. John Clark, Director, Policing Policy Division, Policing and Law Enforcement Directorate**, who spoke about the federal government's Contract Policing Program. The topic was chosen in response to concerns expressed by some CAPB members about the involvement of the RCMP in municipal policing. Mr. Clark hoped to provide clarification on the RCMP's role.

Mr. Clark began by saying that the federal government presently has agreements for the provision of policing by the RCMP with all provinces except Ontario and Quebec, three territories and approximately 200 municipalities. Over half of all RCMP officers are assigned to contract policing through a program that costs \$1 billion each year. The RCMP's involvement in the provision of provincial policing dates back to 1928, when the first formal agreement was entered into with Saskatchewan.

Although the *Constitution Act 1867* granted provinces the authority to legislate with respect to the administration of justice, Mr. Clark advised that each provincial *Police Act* enables provinces to enter into arrangements with the federal government to have provincial policing services delivered by the RCMP. The *RCMP Act* further allows the federal government to respond to requests from municipalities to take on the responsibilities of existing police forces under certain circumstances.

In terms of responsibilities, the internal management of the contracted Provincial Police Service rests with the RCMP and includes administration, personnel, policies and practices, and promotion/appointment policies. Mr. Clark noted that while these responsibilities rest with the RCMP, decisions are made through extensive consultation with local responsible authorities. The setting of objectives, priorities and goals is the responsibility of the provincial minister, who meets on a regular basis with the provincial commanding officer to review the delivery of the program. Municipal contracts are administered the same way, except the responsible authority would be the senior elected official of the municipality.

Mr. Clark advised that there are several oversight mechanisms that apply to the RCMP including: ministerial direction and accountability; the Public Complaints Commission, which adjudicates public complaints against any person appointed under the *RCMP Act*, including civilians; and the External Review Committee, which deals with grievances arising from the employment relationship within the RCMP.

Contract policing embraces the concept that one RCMP member can do both provincial and federal policing. This "two-hatted" concept allows both the federal government and the contracting jurisdiction, acting together, to deliver more policing for less cost than either could do by acting alone.

The current 20-year agreements, signed in 1992, include a cost-sharing ratio of 70% for the province, territory or small municipality with a population under 15,000, and the remaining 30% is paid by the federal government. Larger municipalities pay 90% and the federal government 10%. Since 1992, only one new municipal agreement has been entered into. However, there has been growth in the existing provincial agreements in Nova Scotia and New Brunswick, with seven local police forces absorbed into the New Brunswick RCMP Provincial Police, and one local force absorbed in Nova Scotia. The takeovers were of local police forces in communities with a population under 5,000. In these cases, the vast majority of the locally employed officers were immediately offered employment with the RCMP.

Mr. Clark stressed that the decision to enter into any agreement is very much a local one. The Department of the Solicitor General only becomes involved after a formal written request has been received from the responsible provincial minister.

Speaking to current issues, Mr. Clark stated the single largest challenge is keeping up with the demand under existing contracts, within available resources. The largest demand is in British Columbia and particularly the lower mainland area. To respond to the population-driven growth in demand, the governments have retained a major consulting firm to complete a detailed resource review of the current uses, and adequacies of the RCMP's resources. The report is expected to be complete by the Fall of 1999. He advised that the RCMP is also pursuing an internal examination of the matching of its available resources with the current priorities of the various business lines of the force.

In concluding, Mr. Clark stated that contract policing has a long and successful history in Canada, but is only one option for delivering provincial and municipal police services. He maintained the biggest challenge will be to meet the growing demand for more police services under the 1992 Agreements.

**Superintendent Brian Phillips, Officer in Charge of Contract Policing, RCMP**, joined Mr. Clark to explain the function of the Contract Policing Program. He advised that the interpretation of control and administration is a collaborative approach centered around problem-solving, and involves a lot of discussion. From the RCMP's perspective, it is not just a question of growth, but of listening to the client and delivering agreed upon services. Supt. Phillips noted there are political and economic uncontrollable factors in trying to differentiate policing services in various communities, be it the Yukon, the Maritimes, or the B.C. lower mainland. Examples of issues that must be considered include management information technology, corporate management, the planning process and the delivery of human resource management. It was Supt. Phillips' opinion that the greatest advantage is to be gained through the sharing of information.

The Superintendent stated that in light of the fact that over 50% of the RCMP's personnel and budget go toward policing contracts, that line of business is very important to the organization. He ended by emphasizing that the RCMP listen to their clients and are committed to working in a collaborative and problem-solving manner.

Continued: [Aboriginal Policing Directorate - Police Governance Project Integrated Justice Information \(JI\) Action Plan and Canada Public Safety Information Network \(CPSIN\)](#)

## *Plenary Session: Update from the Solicitor General of Canada*

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### **Aboriginal Policing Directorate - Police Governance Project**

Ms. Pamela Menchions, Senior Research Officer, Aboriginal Directorate, outlined work underway on a police governance project focusing on aboriginal police boards. Police governance is currently a priority issue for the Solicitor General of Canada.

She explained the focus of the project is on more than 50 self-administered police services established through tri-partite agreements under the First Nations Policing Policy. The tri-partite agreements (federal, provincial and First Nations) set out the structure and responsibilities of a Police Governance Authority (PGA) for each police service.

The Aboriginal Policing Directorate undertook the long-term project in response to expressed interest from PGA's to find ways to be more effective. The eventual goal is to develop a coordinated approach to training across the country for First Nations PGA members. In addition, it is hoped the training will include a comprehensive task and skill analysis, and an identification of needs and gaps.

Ms. Menchions advised that the Aboriginal Policing Directorate is also working with a variety of partners on a number of smaller projects:

- Together with the Ministère de la Sécurité Publique du Québec, they are working with First Nations stakeholders to provide training for public security committee members.
- In Alberta, they have just completed a review of the effectiveness and availability of training for First Nations PGA members, and they hope to make the resulting report available in the Fall.
- With Saskatchewan Justice, funding has been provided to the Saskatchewan Association of Northern Communities (New North), to develop curriculum and provide training for Community Police Boards.
- Meetings have been held with four police governance authorities in British Columbia, Manitoba, Québec and Ontario to discuss how they measure their own effectiveness, and what can be done to enhance it.

Ms. Menchions noted there is a wide range of First Nations PGA's in terms of type and structure. Some fall under provincial jurisdiction, while others do not. Some PGA members are paid an honourarium to serve, but some are not. Some have political representatives as members, others have few or none. Some PGA's serve small, close-knit communities, while others serve very diverse geographic areas.

Despite the differences, there are common issues. The top three are:

1. Clearly defined roles and responsibilities of PGA members.
2. Measuring the performance and effectiveness of the PGA individually and as a whole.
3. Training needs of PGA members with respect to clarification of roles and responsibilities, financial skills, performance measurement skills and communication skills.

Preliminary findings into the roles and responsibilities of PGA members indicate that: a PGA's relationship with elected Council is not an issue; that there is a need to balance the expectations

of the community with the traditional role of the police service; and that First Nations police services are not completely different. In measuring the performance of the PGA, preliminary findings include that there is a difference between the overall performance of the PGA and that of individual members, and that a distinction must be made between the effectiveness of the police service and that of the PGA. Ms. Menchions concluded her presentation by reminding CAPB delegates that the research findings are preliminary as they have just begun work in the area of governance.

*[Note: The CAPB has assisted in the project undertaken by the Aboriginal Directorate by contracting to prepare an inventory of the different models of non-aboriginal police services boards in Canada, and to research ways of defining adequate, effective and culturally sensitive policing.]*

**Continued:** [Integrated Justice Information \(IJI\) Action Plan and Canada Public Safety Information Network \(CPSIN\)](#)

## ***Plenary Session: Update from the Solicitor General of Canada***

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Continued (2)

### **Integrated Justice Information (IJI) Action Plan and Canada Public Safety Information Network (CPSIN)**

Mr. Greg Wright, Director General, Strategic Policy and Integrated Justice Directorate, provided a presentation on the Integrated Justice Information (IJI) Action Plan and the Canada Public Safety Information Network (CPSIN). He began by quoting the father of a murder victim who said: "We are inundated with talk about the information super highway, yet the criminal justice system is still running on dirt roads". This statement alludes to the shortcomings in information sharing between different jurisdictions. The IJI Action Plan calls for the sharing of operational data about persons who are parties to criminal justice cases, case events and case outcomes. It does not call for a massive integration of systems platforms for all criminal justice agencies, nor for a massive re-engineering of business processes.

Mr. Wright continued by saying action is required, first and foremost, to enhance public safety. He indicated that integrated justice information is one of the four priorities of the current Solicitor General, the others being organized crime, effective corrections and citizen engagement. Action is also required to:

- meet future needs in a global environment;
- take advantage of technological opportunities to bridge gaps; and
- meet the expectations of Canadian taxpayers by plugging information-sharing gaps between criminal justice practitioners.

Some of the current shortfalls in information sharing and their results were highlighted:

- forms and documents having to be entered up to 14 times to feed different systems;
- people being paroled inappropriately;
- mishandling of high-profile criminal cases, such as the Paul Bernardo case.

Mr. Wright pointed out that the Auditor General of Canada has criticized Corrections Canada for having insufficient information available at the time of offender intake and risk assessment. All information received is still in paper form; there are no automatic linkages between entities. In turn, the National Parole Board (NPB) relies on Corrections Canada for its information, to help it make judicious decisions at time of parole. As prosecutors sort through the reams of paper, cases may be delayed or get dropped, and this does not augur well for public safety in Canada.

Mr. Wright made reference to a number of systems nearing the end of their life expectancy, such as the federal Offender Management System, the core system for Corrections Canada and the National Parole Board, and the Case Management System for the RCMP. He indicated this is a major issue at the federal level. The consequences of doing nothing include:

- making decisions based on inadequate information;
- infrastructure "rusting out" and worsening an already grave situation;
- loss of opportunities for huge efficiency gains;
- continued decline in public confidence.

On this last point, Mr. Wright reported that, in polls taken, the degree of confidence Canadians have in the criminal justice institutions is shockingly low. The highest institution ranked is the RCMP at 30% while the lowest is the National Parole Board at 4%. Mr. Wright said something must be done to improve these perceptions.

The speaker pointed out that a commitment was made in the 1997 Speech from the Throne to work with provinces and territories on integrating criminal justice information. This has led to the establishment of a Deputy Minister-level Steering Committee on Integrated Justice Information. Four regional workshops were also held involving over 300 participants from provinces and territories, to engage them in identifying opportunities for collaboration. A National Workshop will be held in Montreal on November 1<sup>st</sup>. These activities have led to the development of an Action Plan, the details of which will be released shortly [*Note: the Action Plan is now available*]. As well, in February the Cabinet approved the creation of the Canada Public Information Safety Network and funding for Phase I, the Canadian Police Information Centre (CPIC) Renewal project, which represents a 4-year, \$115 million project.

Mr. Wright spoke briefly about the federal government's role in the criminal justice system. He noted taxpayers support the criminal justice system at a cost of \$10 billion a year, and the federal government's share of that amount is 28%. He indicated that in a typical year there are approximately 3 million incidents/prospective crimes, translating into 650,000 prosecutions, 500,000 court actions and 25,000 pardon requests. In a perfect world, data related to all these events would be captured at the right moment and transmitted electronically, to be reused by the various parties as offenders work their way through the process. To assist in this regard, major tools such as CPIC, which is currently exclusively run by police organizations, must be broadened. When this is accomplished the entire criminal justice system can have a say in terms of its operation, its ground rules and its experiences.

Another area of confusion surrounds the complex jurisdictional landscape, and Mr. Wright provided the following statistics to illustrate this point:

- 25% of the policing function falls within the purview of the RCMP;
- 75% of policing is handled by the provinces or by municipal police departments;
- 12% of prosecutions are handled by the federal Department of Justice; the lion's share lies with provincial prosecutors;
- virtually all court action is provincial, except for cases which make their way to the Supreme Court of Canada;

- correctional services are shared between the federal and provincial governments;
- all parole and pardon decisions are made by the National Parole Board.

Mr. Wright spoke about the federal government's responsibility to provide a national backbone for connectivity, which will be done through the CPIC Renewal process. The project has five components:

- a National Index of Criminal Justice Information to provide national access to essential crime and offender information;
- Standards and Partnership Development to coordinate and support information sharing;
- a Criminal Case Management System to strengthen criminal investigations by linking crime and offender information;
- an Offender Management/Conditional Release System for effective corrections;
- Connectivity to strengthen the effectiveness of federal prosecutors.

Mr. Wright said matching up the various federal and provincial systems with users through the creation of a central point, the CPIC Renewal project, is a primary issue. CPIC will be expanded to provide more information and will act as a portal to enable users to identify case information that is available on someone else's system, all through the appropriate security protocols. It will become a National Index of Criminal Justice Information, telling users where other information is available elsewhere in Canada and internationally.

A key component of the Action Plan is partnership development. Mr. Wright said considerable time has been spent at the federal level researching areas for future study, cultural change management and how to make people more willing to share information. Outreach will include a follow-up to the National Workshop of November 1<sup>st</sup>, and the matter is expected to be on the Agenda of the Ministers' meeting in Vancouver in December. The hope is to build a community of integrated justice "champions", responsible for delivering integrated justice systems within their respective domains. Ministry officials hope to have Cabinet approve a fund to subsidize worthy projects arising at other levels.

In an effort to respond to concerns expressed at the workshops, the Solicitor General's office is about to launch an initiative aimed at moving data standards to network standards and to develop common tools. It was discovered that a number of jurisdictions expended resources to convert the Criminal Code into a Common Offence Table for use with their systems. Mr. Wright believed this activity should be shared between jurisdictions, and similarly, offender tracking.

Speaking to the next steps in the CPIC Renewal project, Mr. Wright said these will involve "re-inventing" the Offender Management System and Pardon System, and increasing connectivity for the Department of Justice. A Web Site is about to be launched to advance the provision of information.

Mr. Wright urged CAPB members to be supportive of their respective police services when they want to move ahead with enhancements to their information systems, as this is the primary commitment needed to improve information sharing across Canada.

## ***Plenary Session: Organized Crime***

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This session was intended to provide information to CAPB delegates about the extent of organized crime and what is being done to combat it. **Mr. Jamie Deacon, Director, Anti-**

**Organized Crime Division, Solicitor General of Canada and Inspector Ray Bonnell, Criminal Organizations Branch, Intelligence Directorate, Royal Canadian Mounted Police**, made presentations.

**Mr. Deacon** provided a summary of actions taken by the Solicitor General of Canada in recent years to fight organized crime on several fronts. He began by stating that organized crime is a very broad issue, encompassing a large number of criminal activities and involving many different groups. It has far reaching and significant implications for everyone in our society.

He noted there is a recognition that police need adequate tools and resources to deal with increasingly complex cases, often of a trans-national nature. Recognizing that the problem does cross jurisdictions, Solicitor General Canada is committed to building and maintaining partnerships between governments and communities affected by organized crime.

To this end, Solicitor General Canada has initiated a number of activities dealing with **national coordination and consultation**:

- In 1996, the Solicitor General and the Minister of Justice hosted the National Forum on Organized Crime. It brought federal and provincial police and officials together, as well as representatives of the legal, business, insurance, and banking communities.
- In 1998 the National Workshop on Organized Crime was held, which was attended by the CAPB and others from the police community, as well as provincial and federal officials.
- Since 1997, the Solicitor General has made an Annual Statement on Organized Crime in the House of Commons. The statement underscores the federal government's leadership and commitment to partnership in addressing organized crime issues.
- The National Co-ordinating Committee on Organized Crime was created in 1997. It brings both policy and operational officials together. There are five regional committees associated with the National Co-ordinating Committee on Organized Crime located in the Atlantic Region, Quebec, Ontario, the Prairies and the Territories, as well as British Columbia.
- In 1998 the Organized Crime Impact Study was released. The main finding was that organized crime is very much a social and community issue, not just a law enforcement issue. The study is available online ([sgc.gc.ca](http://sgc.gc.ca)) under the Policing Section.
- In October 1998 federal, provincial and territorial ministers responsible for justice endorsed the first ever Joint Statement on Organized Crime. The statement essentially sets out shared principles for action, including the need for tools for law enforcement, commitment to collaborative action, a recognition of the shared responsibilities of governments in dealing with organized crime, as well as the need for community action and awareness. It also notes some of the substantive priorities shared by governments today including combating money laundering, illegal drugs and high tech crime.

Mr. Deacon next outlined **recent law enforcement resource initiatives**:

- In 1994 the Anti-Smuggling Initiative was launched to address the tobacco smuggling problem. It combined law enforcement resources from the RCMP, Revenue Canada and Justice Canada, with tobacco tax reductions to reduce the incentives for people to participate in the contraband market. Additional resources of approximately \$20 million per year were approved in the Spring of 1990, to keep up the pressure on the contraband smuggling networks.
- In 1997 Canada's Drug Strategy was renewed, including resources for the police to deal with both the enforcement side of the drug problem as well as demand reduction, community education and crime prevention aspects.

- In 1997 the government launched an initiative to establish thirteen Integrated Proceeds of Crime Units in major centres across the country to combat money laundering. The units are based on partnerships between the RCMP, provincial and local police, Revenue Canada officers, Justice Canada, provincial Crown Council. Forensic accountants are used to assist in the financial investigations that are undertaken.
- In the Spring of 1999, the renewal and modernization of the Canadian Police Information Centre (CPIC) was announced by the Solicitor General. It included \$15 million a year in additional resources for federal policing at airports in Vancouver, Montreal and Toronto, recognizing that transnational organized criminals routinely use the airports as points of entry and conduits for smuggling of various kinds.

Mr. Deacon related that in addition to the federal actions outlined, a number of **provincial initiatives** have been launched:

- In 1998 Ontario launched an anti-biker strategy and a similar strategy was launched in Quebec, setting up six integrated policing units to focus on biker gangs and other organized criminals.
- In British Columbia a recent review of anti-organized crime arrangements led to the establishment of a new provincial Organized Crime Agency.
- Saskatchewan and Alberta each announced initiatives last summer to target biker gangs and major crime issues.

Mr. Deacon next described some of the **legislative and regulatory tools** that have been introduced to fight organized crime:

- In 1996 the *Witness Protection Program Act* created a legislative framework for witness protection activities.
- In 1997 the *Controlled Drugs and Substances Act* consolidated previous federal statutes on drugs and established authority for police enforcement regulations under the *Act*, empowering police to engage in specific forms of undercover operations.
- In 1997 *Bill C-95*, the anti-gang legislation was passed. It made it an offence under the *Criminal Code* to participate in a criminal organization, and generally expanded the powers in a number of specific areas for police to deal with members of organizations.
- In the Spring of 1999, *Bill C-51* (Accelerated Parole Review, Telemarketing Offence) came into force. This included amendments to the *Corrections and Conditional Release Act* and the Accelerated Parole Review provisions in that *Act* so that anyone convicted of the new criminal organizational offence is no longer eligible for accelerated parole review. It also established a new Telemarketing Offence in the *Competition Act* which is enforced by Industry Canada as well as the police.
- In 1999 the *Extradition Act* came into effect to deal with international practices.
- In May 1999 *Bill C-81*, the new *Proceeds of Crime (Money Laundering) Act*, was tabled. It establishes requirements for "suspicious transactions" reporting for banks, financial institutions, casinos, currency exchangers or other financial intermediaries, as well as cross-border currency reporting requirements for persons taking large amounts of cash or negotiable instruments across the border. A new agency was established to take the suspicious transactions reports, undertake analysis, and provide information to police to assist their anti-money laundering investigations. The Bill is expected to go to Parliamentary Committee in October or November of this year.

In closing Mr. Deacon highlighted the **international activities** undertaken by the Solicitor General of Canada:



- In 1997 the Canada-U.S. Cross-Border Crime Forum was formed. Although originally limited to the eastern border, it has now been expanded to include representatives from provinces across the country as well as federal governments on both sides of the border.
- The Group of Eight (G-7 countries plus Russia) has been looking at the international crime issue closely for at least five years now.
- In 1995, at the Halifax Summit, a Declaration was made that provided for the creation of a multi-disciplinary experts group within the G-8. They are now working to implement forty recommendations that were developed to combat trans-national crime.
- In the Organization of American States, Canada has been working systematically for a long time on drug trafficking, drug abuse and money laundering issues. The Deputy Solicitor General of Canada was nominated in 1998 as Chair to a working group in the Organization of American States to develop a multilateral evaluation mechanism.
- A close eye is being kept on the European Union and the Council of Europe, on a political and operational level.
- In the United Nations work has been ongoing for the past three years on a trans-national organized crime convention intended to provide a legal framework internationally for cooperation in enforcement, mutual legal assistance, extradition, witness protection, and money laundering matters. It is set to be completed in the year 2000.
- There is also work being done on three related agreements - one on migrant smuggling, another on trafficking in human beings and a third on firearms trafficking.

**Inspector Ray Bonnell** provided an overview of the extent of organized crime in Canada and the challenges the law enforcement community is facing.

He stated many Canadians believe organized crime is something that happens elsewhere, but in reality it happens in our own communities. It is a phenomenon that has a social, economic and personal impact upon each of our lives. He cited as an example automobile insurance premiums forced up by organized vehicle theft and substantial tax revenues. Organized crime is a fact of Canadian life and its influence is growing. When Stats Canada announced there was a twenty year low in the crime rate, the figures referred to ordinary crime. However, the sophistication and magnitude of organized criminal activity is increasing.

Inspector Bonnell advised that all of the important international crime groups, the Russians, Columbians, Chinese, Italian, and Vietnamese, are in Canada. Asian and Aboriginal groups are coming together to pursue common interests in the contraband trade. Italian and Columbian groups have cooperated with the Hell's Angels on multi-ton cocaine importations. Associates of Middle East terrorist groups in Canada engage in automobile theft, extortion and fraud. Domestic criminal organizations - Montreal's West End Gang, the Hell's Angels, and a host of other regional and local groups - can be added to the list. Each has built networks that extend influence into every one of our provinces and cities.

Inspector Bonnell advised that as with any criminal enterprise, money is needed to flourish, and drug trafficking is still the main source of revenue. In Canada alone, the drug trade is worth more than \$4 million per year.

As Canada's primary drug enforcement agency, the RCMP is either completely responsible for, or the lead partner in, virtually all major drug investigations in Canada. This entails significant financial expenditures for the RCMP. He cited one major drug investigation in which operating expenses, informant awards, witness relocation expenses and investigator's salary added up to \$2.9 million dollars. That amount did not include the prosecution or disclosure costs, or the cost of the specialized recovery equipment that was needed.

Inspector Bonnell next related that migrant smuggling is rapidly becoming a huge criminal industry. The Vienna based International Centre for Migration Policy Development estimates the industry is worth as much as \$9.5 billion per year. It is a high profit, low risk venture; as many as 15,000 people were brought into Canada last year. The cross-border traffic in smuggling migrants poses a special risk to our relationship with the United States and raises the spectre of a U.S. enforcement crackdown that would seriously impede the flow of legitimate travel and commerce between our countries, and affect many law abiding citizens of Canada. The profits from migrant smuggling are staggering, and are reinvested in other criminal ventures. Extremist groups like the Tamal Liberation Tigers use migrant smuggling as a means of funding its gorilla war and to move its fighters between Canada and the United States and Europe.

One of the most important factors influencing organized crime is the proliferation of technology, whether in the form of personal computers, the Internet, electronic finance or cellular communications. Cyber banking has provided organized crime with an ideal vehicle for moving vast quantities of cash throughout the world. The challenge of technological crime lies in its ever changing, often invisible nature, but its impact is becoming increasingly clear.

In Canada last year credit card fraud resulted in a \$143 million loss to three of the major credit card companies. For organized crime, credit card fraud is a significant source of funds and the profits are used to finance other criminal activity.

The Internet has allowed organized crime the power to conduct sophisticated criminal transactions to buy, sell, create child pornography, to hack into secure government and police databases, even to precipitate global financial collapse.

Inspector Bonnell advised that the RCMP and its partners in law enforcement are absolutely committed to the fight against organized crime both domestically and internationally.

Legislation such as the *Canada Evidence Act*, the amended *Criminal Code*, the *Controlled Drugs and Substance Act*, initiatives such as the National Strategy on Organized Crime, and proposed legislation related to lawful access and mandatory suspicious transaction reporting, are invaluable in helping to identify, investigate and prosecute organized crime associations.

Inspector Bonnell concluded by saying that the onus is on the RCMP and their federal, provincial and municipal partners to continue to forge links, to de-emphasize jurisdictional issues, and to focus upon working together in a spirit of shared enterprise. No single level of government, no particular province or town or city can claim exclusive rights to organized crime. It is a problem that affects all of us and we have to work together to combat it.

## ***Plenary Session: Update from the National Crime Prevention Centre***

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CAPB delegates were provided with a status report on the National Strategy on Community Safety & Crime Prevention initiative and a description of some of the innovative projects that have received funding through the program in its first year of operation. **Ms. Barbara Hall, Chair, National Strategy on Community Safety & Crime Prevention**, presented.

Ms. Hall began by stating the National Strategy is a proactive response by the federal Ministry of Justice and the Department of the Solicitor General to the issue of crime, focusing on crime prevention through social development. The program's emphasis is on causes and risk factors that make people likely to commit criminal activities, and on finding ways for all members of a

community to get involved in preventing crime. Traditionally, people have looked to the police or politicians when crime occurs; the Strategy is about helping to bring knowledge, skills and resources to all parts of the community to prevent crime.

One of the strengths of the national initiative is that we can learn from the experiences of other people. In the first year of operation over 2,000 applications were received; today approximately 500 projects are functioning across the country. The recommendations on which projects will be funded come from joint management committees composed of federal and provincial representatives, as well as police and community representatives in each province. The largest number of projects funded have been in the area of community mobilization.

There are a number of larger investment projects dealing with issues that are common to many communities. Evaluations are being done on each project so communities will know what works and the impact of certain actions.

Another component of the Strategy, the "Business Action Alliance", is a partnership of groups from the private sector including: the Insurance Bureau of Canada, the Retail Council of Canada, The Canadian Automobile Dealers, the Canadian Bankers Association, plus others. These sectors have come together and are starting to develop projects that focus on their respective areas. One issue of concern to everyone which they have started to work on is violence in the workplace. They are also working on some others issues that specifically relate to their area of business. For example, the banking industry has been experiencing increased telemarketing and Internet fraud, and are working on projects that will educate seniors and prevent victimization.

Ms. Hall noted public education is a major focus for the second year of the initiative, and they will be making use of the website to educate the public.

Ms. Hall next highlighted some of the 500 projects that are currently underway:

- In Edmonton, Charlottetown, and Whitehorse, projects are underway that target high risk children between birth and the age of six. In each community broadly based coalitions are developing supports for parents and children at risk of child abuse and neglect, poor parenting, domestic violence, and parental criminality.
- In the city of Oshawa, funding has been provided to support the Durham School Board program called "Together We Light The Way". It is a school based intervention model which encourages responsibility and resiliency in young people and reduces anti-social tendencies. It mobilizes an entire community and will be closely monitored in order to determine its effectiveness for other schools across the country.
- In Winnipeg "Operation Go Home" is a prevention program working with schools to keep young people at risk of moving to the streets in school, and receiving the kind of skills they need to live a life contributing to society in a positive way.
- In Cornwall, Ontario a group of young people organized a project that brought together from across the country two hundred of their peers, to attend a training session on conflict resolution and peacemaking. The participants have now returned to their communities and are working to train their peers to provide mediation in their schools and communities.
- In Prince Edward Island, the PEI Hockey Association and the Canadian Red Cross have received funding to develop and pilot a community based abuse and harassment prevention program for twenty-two minor hockey associations across the province. Expressions of interest in the program have been received from hockey associations across Canada, as well as other sporting organizations wanting to expand their responsibility from just teaching sports to teaching other issues that are important within the sport and life in general. Topics not only include how to protect oneself from abuse, but also issues of violence, conflict mediation and anger.

- In a small New Brunswick community, a project was funded after residents discovered that break-ins were being committed by young people looking for food or money for food. A community kitchen program was organized that involves the youths and the number of break-ins has declined. As well, the experience of the community kitchen and the relationships developed have had a positive impact on the young people.
- The Canadian Association of School Principals is being funded to compile an inventory of resources, research, best practices and other information already existing, to make it accessible to everyone.
- A major project was funded in the downtown east side of Vancouver, developed by the City of Vancouver and a community coalition. The Vancouver Police Department played a key role. It works on issues of justice, safety, crime prevention and victimization.
- In Toronto, a project called the "Drug Treatment Court" has been operating since December. The project is a partnership between the court system and the Centre for Addictions and Research. It not only responds to crime, but to the underlying issue - dependency on drugs - and connects addicted offenders to a range of services necessary to break the cycle of addiction and criminality. This program is seen as a pilot project with funding for three years, but there is a great interest in incorporating parts of it into courts in other parts of the country.
- In Victoria the "Rock Solid Foundation" made up of law enforcement officers working in partnership with youth and the Society Research Unit at the University of Victoria, deals with violence. They are working on ways to empower young people around the issue of violence. Rock Solid Foundation performs role plays and skits in schools to illustrate situations and teach young people the skills they need to get assistance. The piece of the project that is being funded is a video and some interactive training manuals for parents, school councillors, police departments, representatives of the justice system, child care workers, school administrators and coaches. The manuals will assist them in acquiring the skills to reach out to young people, in order to give them the confidence they need to stop being passive recipients of violence in their communities.
- In Victoria, Shoreline Community School and Burnside Community Centre have initiated a project that attempts to bring the community and young people together to address issues flowing from violence.
- In Nova Scotia, police, school and community representatives are also concerned about the issue of violence. The police department and other players are using Internet chat lines, together with some other initiatives in the school, so that young people can participate in discussions and have their issues addressed.

Ms. Hall noted there are new applications coming in from all provinces. Decisions on additional projects are made two or three times a year. More details on the projects she spoke about will be available very shortly on their web site [www.crime-prevention.org](http://www.crime-prevention.org).

Ms. Hall concluded by saying she believed each project will reduce the number of young people at risk of entering the criminal justice system. It will make our communities healthier and safer, ultimately reduce the number of resources spent in responding to crime in a reactive way, and allow resources to be used more proactively.

## ***Plenary Session: Adequacy and Effectiveness Standards - The Ontario Experience***

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Mr. Michael Mitchell, **Director, Program Branch, Policing Services Division, Ontario Ministry of the Solicitor General** addressed the CAPB about the new Adequacy and Effectiveness Standards Regulation introduced in the Province of Ontario in January 1999.

Mr. Mitchell explained that in Ontario, policing is governed by the *Police Services Act 1990*, an Act that empowers the province to pass mandatory standards. In January, the Act was amended to include the Adequacy and Effectiveness Standards Regulation, which takes effect January 1, 2001. Realizing that the requirements of the Regulation put the onus on boards and police services to do a significant amount of work, the Province decided a two-year period was needed to allow sufficient time for preparation.

Mr. Mitchell noted the Regulation is the result of considerable consultation with stakeholders, including the Ontario Association of Police Services Boards. He believed it represented a significant improvement for policing in the province from both a provincial and municipal standpoint, and particularly from the board's viewpoint.

With respect to the provincial viewpoint, in order to restructure the Act it was felt necessary to define the provincial interest in policing. Four critical interest areas were defined: public safety, police officer safety, proper administration of justice and police accountability. The objectives of the Ministry in developing the standards were to identify core functions and service delivery options pertaining to the above four areas, focusing on functional activities, organizational structure, and management systems. They wanted to allow as much flexibility as possible in how the objectives were attained and also allow for the most cost effective delivery of specialized police services. They wished to highlight the importance of police business planning and local accountability, and to establish standards that were outcome-oriented and not process-oriented.

Mr. Mitchell explained that with respect to the content of the Regulation, boards have to ensure that services are delivered, whether by its own police service or through an agreement with another police service. Training requirements are also set out in some areas.

The Regulation will be supported by non-mandatory guidelines and draft policies. The Ministry is developing generic policies that police boards and police services can adapt to their specific situations, or they can develop their own set of policies.

Mr. Mitchell noted that the content of the Regulation is broken into six areas. He provided an overview of each:

### **1. Crime Prevention**

- Requires implementation of community based crime prevention initiatives but allows for flexibility in the delivery of them. Services can be contracted from another police organization, or provided for on a regional or cooperative basis.
- The use of volunteers, auxiliaries, and special constables in the community for crime prevention initiatives is permitted.

### **2. Law Enforcement**

- Police services must have the capability to respond to emergency calls twenty-four hours a day using their own officers. However, they are not required to patrol twenty-four hours a day.
- Flexible service delivery for communication centres, criminal investigators, criminal intelligence, crime analysis and investigative support.
- A plan that outlines how to deal with Criminal investigation management files.
- Locally determined policies with respect to court security (if pertinent) and key law enforcement issues.

### **3. Victims Assistance**

- Locally determined policies and procedures on victims assistance that reflect the 1995 *Victims Bill of Rights*.

#### **4. Public Order Maintenance**

- Police services must have a public order unit, or have an agreement with another police force to provide the service.
- Units must consist of a unit supervisor and a minimum of four squads of seven officers, including the squad leader.
- Locally determined policies and procedures setting out the circumstances for deployment of a public order unit, including police action at labour disputes.

#### **5. Emergency Response Services**

- Must have access to tactical units, hostage rescue teams, incident commanders, crisis negotiators and explosive services.
- Sets out minimum standards and size for tactical units and hostage rescue teams.
- Locally determined policies and procedures with respect to the utilization of services.

#### **6. Administration and the Infrastructure**

- Requires police services boards to implement business and resource planning, and to establish performance objectives and indicators for the organization.
- Boards must consult with the community and municipal council.
- Requires the chief to report on annual results.
- Requires protocols with municipal council for the sharing of information.
- Every police force must have a skills development and learning plan.
- Chiefs shall establish procedures for the investigation of public complaints.
- The board and chief must implement a quality assurance process relating to the delivery of effective police services.

Mr. Mitchell advised that the Regulation also establishes nine training requirements in the areas of: criminal investigation, containment teams, tactical units, major incident command, crisis negotiator, hostage rescue, communicators/dispatchers and their supervisors, forensic identification and scenes of crime analysis. These will be introduced in the Fall of 1999.

Mr. Mitchell next outlined a four phase implementation plan that incorporates the following:

##### **1. Information and Education**

Between January and June, 17 sessions were held across the province at which a detailed information package was provided. Six more sessions were scheduled.

##### **2. Self Assessment**

A checklist has been developed by the Ministry to assist boards in evaluating the adequacy and effectiveness of their current service delivery.

##### **3. Planning**

The Regulation requires that upon completion of the self assessment every board shall prepare a plan setting out the steps needed to be taken by the board and police service in order to meet the requirements of the *Act* by January 1, 2001.

#### 4. Implementation

Mr. Mitchell advised that if an implementation plan is in place by the end of this year, a board should be well positioned to achieve compliance by the due date. Thirty-one sample policies developed by the Ministry went out in May/June, followed by another thirteen in July. There are nineteen sample policies outstanding and they will be done by year end. This will give the boards prototypes that they can follow. Mr. Mitchell also advised that Ministry staff will be monitoring progression of the plan development, and if there are problems they will be addressed.

The anticipated result of the new Adequacy and Effectiveness Standards Regulation, from the Ministry's perspective, is that all five core functions will be provided to all municipalities in Ontario at an adequate level. Mr. Mitchell stated that mandatory standards will also provide his branch with something tangible against which to measure a police service.

Mr. Mitchell summed up by saying that although the Regulation creates an extra workload for boards in the short term, he believed it will clarify their role and provide policy structure needed for effective civilian oversight.



Wendy Southall, Administrator of Board Services for the Niagara Regional Police Services Board, Emil Kolb, Chair of the Regional Municipality of Peel Police Services Board, Shirley Cordiner, CAPB Secretary/Treasurer and Dan MacLeod, CAPB President

The CAPB extends very special thanks to the Niagara Regional Police Services Board, and particularly to Wendy Southall and her team of volunteers, for organizing all off-site functions and providing general assistance during the Conference. Their efforts helped make the 10<sup>th</sup> Anniversary Conference a huge success!

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