



CANADIAN ASSOCIATION OF POLICE BOARDS

Fifteenth Annual Meeting & Conference

2004 CONFERENCE REPORT

~ PROTECTING OUR CHILDREN ~

The Canadian Association of Police Boards held its Fifteenth Annual Meeting and Conference in Vancouver, British Columbia from August 19-21, 2004. This publication documents the proceedings of the Annual Meeting including Resolutions passed, and provides a summary of the presentations, workshops and discussion groups that took place at the Conference.

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and Emergency Preparedness Canada and E. Keyes, President,
CAPB



D. Rupdash, Retiring CAPB Director, The Honourable A. McLellan, Deputy Prime Minister and Minister of Public Safety

PRESIDENT'S REPORT

CAPB President, **Edward Keyes**, welcomed delegates to the 15th Annual Meeting of the Canadian Association of Police Boards. He was joined by **Vancouver Chief Constable Jamie Graham** and **Vancouver Police Board Vice Chair Ken Bagshaw**, who both brought greetings to delegates and welcomed them to Vancouver.

This year's conference theme of *Protecting Our Children* was selected in response to feedback from last year's conference, and because it is one of the most critical challenges facing law enforcement and society in general today. Also in response to members' feedback, opportunities were again provided to allow for as much discussion and interaction between delegates as possible. It is hoped that everyone in attendance took full advantage of the opportunities to participate in discussion, share ideas, and learn from one another.

Mr. Keyes took the opportunity to recognize and thank **Public Safety and Emergency Preparedness Canada** for its financial assistance in delivering this year's conference programming. Their support of our Association's work and our Annual Conference has been unwavering over the past several years and is greatly appreciated. He also acknowledged several other organizations for their generous support of the conference. (see page 26 of report for a list of contributors).

The CAPB was particularly delighted to welcome **The Honourable Anne McLellan, Deputy Prime Minister and Minister of Public Safety & Emergency Preparedness Canada**, who addressed delegates at a luncheon about actions the Federal Government is taking to respond to CAPB priorities. A summary of her speech appears later in the report.

We were also pleased to hear from the **Honourable Rich Coleman, Minister of Public Safety and Solicitor General for the Province of British Columbia**, who spoke passionately about the need to adequately support our police officers.



The Honourable Rich Coleman
Oppal



The Honourable Wallace T. Oppal

Another highlight for delegates was a luncheon speech by the **Honourable Wallace T. Oppal, Justice of the Court of Appeal for British Columbia**. Justice Oppal spoke about the still relevant findings of his 1994 Inquiry into Policing in British Columbia, and about the critical elements needed to achieve effective police governance.

REPORT ON CAPB ACTIVITIES

Mr. Keyes reported on the following initiatives undertaken on members' behalf over the past year with the goal of improving police governance and policing in Canada.

Continued Collaboration with the CACP & CPPA - In April, a third annual joint meeting was held with the Boards of Directors for the Canadian Professional Police Association (CPPA), the Canadian Association of Chiefs of Police (CACP), and the CAPB. This day-long forum has become more successful and productive each year; we are tremendously pleased to have been able to continue building on the collaboration established over the past three or four years with two of our most important partners in policing.

This year's workshop allowed the three associations to receive and discuss information about three priorities, with each association selecting the priority most important to them. Topics covered were: Best Practices in Police Governance; Crime Prevention Through Social Development; and a Police Officers Bill of Rights. The three topics are addressed further below.

1. **Announcement of Best Practices in Police Governance Research Project**
The CAPB Board chose the topic of Best Practices in Police Governance for its panel discussion. Following the meeting, the CAPB submitted a funding proposal to the Ministry of Public Safety and Emergency

Preparedness Canada (PSEPC) to conduct a research project into this subject.

At this year's conference, Mr. Keyes formally announced the launch of what the CAPB believes will be an important research project, entitled "**Best Practices – A Framework for Professionalism and Success**". In approving project funding, the Ministry is acknowledging something that many in this country are becoming increasingly aware of – that good governance is critical to the success of any organization, and that bad governance can have dire results for the organization in question.

The provision of police services is far too important to be left vulnerable to ineffective governance practices, whether they are structural in nature, historic, or personality driven. The CAPB over the past decade has embarked on two major initiatives to provide tools to enhance and promote professionalism. In light of ongoing questions and reviews taking place in the corporate, public and police sectors, we believe the timing is right to undertake a research project to identify best practices in board governance, apply and test them in the municipal police sector, and develop a framework for their application throughout the country.

The project will:

- Undertake a review of developments in governance from all sectors, including commissions, inquiries, legislation and public policy positions. It will focus its attention on recent activity in Canada, United States and England. This will largely be a literature review, with select interviews;
- Revise previous work on legislation governing municipal police boards;
- Interview key stakeholder groups (i.e., municipal leaders, CACP, CPPA), to determine opportunities, obstacles and issues concerning civilian governance of police;
- Identify common elements and initiatives that are seen to promote success. This will be reviewed with leading governance practitioners;
- Create a menu of best practices and *field-test* these with police boards representing small, medium and large police services;
- Finalize and create print and electronic documentation that provide concrete and practical recommendations representing a framework of best practices for municipal police boards, to be

provided to all municipal police sectors and governing councils.

The focus of the project is on civilian governance of municipal police services. However, it is anticipated that the recommendations and framework could be adapted to apply to a broader constituency or set of circumstances. The results of the research project will be presented at next year's conference, followed by a period of evaluation. You will be hearing more about the project as it gets underway this fall.

2. Crime Prevention Through Social Development

The CACP selected this topic for the workshop as it is one of their top priorities. With assistance from the National Crime Prevention Strategy and Public Safety & Emergency Preparedness Canada, the CACP has produced a kit of learning tools to support their Crime Prevention Through Social Development initiative. The kit, which consists of a one-hour video accompanied by a discussion guide, and a facilitators' manual for a two-day workshop, was made available to CAPB delegates free of charge, compliments of the CACP. Copies are also available through the CAPB office.

The CAPB is pleased to have joined the CACP's "Coalition for Community Safety, Health and Well-Being" which is a group of advocates that support crime prevention through addressing the root causes of crime; the CAPB wholeheartedly supports their efforts in this regard.

3. Police Officers Bill of Rights

The CPPA chose a "Police Officers Bill of Rights" as their workshop topic. It was agreed that more background information is needed before the three associations can consider the Bill of Rights. The CAPB has expressed its willingness to work with the CPPA on this initiative once the appropriate background information is available.

The three associations intend to continue working on these priorities in the coming months. A fourth annual joint meeting is planned for March 2005. The past year has proven without a doubt that a unified position from the policing community on issues of national importance can have a powerful influence on lawmakers.

Continued Enhancement of Relationship with Public Safety and Emergency Preparedness Canada - The CAPB's Executive Director, Wendy Fedec, continues to

participate in regular meetings of the Police Association Advisory Committee. The Committee was established in June 2002 by officials from the Policing and Law Enforcement Branch of the Department of Solicitor General Canada (now Public Safety & Emergency Preparedness), and is Chaired by Patricia Hassard, Assistant Deputy Minister for the Branch. The Committee is comprised of the Executive Directors of the three policing associations and PSEPC policy personnel. The committee meets several times throughout the year with the dual goals of improving collaboration between the three national policing associations and PSEPC, and sharing information on upcoming events and priorities. We are grateful to Patricia and her staff for continuing this excellent initiative.

Meeting with Federal Ministers - In April, the CAPB Board of Directors held its annual meetings with the Minister of Public Safety and Emergency Preparedness - Deputy Prime Minister Anne McLellan, and officials from the Department of Justice Canada. As in the past, the meetings provided the CAPB Board with an opportunity to present and discuss your concerns as expressed through resolutions approved by the membership.

LEGISLATIVE AGENDA

Several CAPB resolutions were addressed over the past year through federal legislation, although some important matters, such as Canada's National Drug Strategy and Drug-Impaired Driving, remain in limbo. The following is a status report on what occurred over the past year in terms of our legislative agenda:

Canada's National Drug Strategy – In 2002 the CAPB joined the CPPA and CACP in endorsing a common position with regard to a national drug strategy. The resolution called on the Government of Canada to implement a Canadian Drug Strategy in partnership with municipalities, provinces and territories. It included a series of statements, one of which was that the three national police associations do not support or endorse the legalization of marijuana or any other currently illicit substances. It also called for a balanced approach that would reduce the adverse effects associated with drug use by limiting both supply of, and demand for, illicit drugs, and would enable an integrated approach to prevention, education, enforcement, treatment, rehabilitation and research.

The Government responded in May 2003 with the introduction of Bill C-38 – an Act to amend the

Contraventions Act and the *Controlled Drugs and Substances Act*. The Bill was reintroduced in February 2004 as Bill C-10, but died on the Order Paper when the Federal election was called in June. The details of the proposed legislation are available on the Government of Canada website or in CAPB Bulletin #73 on our website. While we were pleased that the Government introduced a comprehensive Drug Strategy, the CAPB expressed concerns with the proposed legislation in a formal response to the Prime Minister, outlined in Bulletin #78. Problems that remained to be addressed before marijuana possession laws are loosened included: adequate funding and implementation of a comprehensive National Drug Strategy; drug-impaired driving; preserving police discretion to lay criminal charges when aggravating factors are present; and the seemingly arbitrary limits proposed for “personal use” in either possessing or cultivating marijuana. The CPPA and CACP share most of these concerns, as does MADD Canada; the CAPB has collaborated with these groups throughout the year in joint media releases to express these points. (*Note: Cannabis reform legislation was re-introduced on November 1, 2004 largely unchanged from the previous version. The CAPB will be making its views known to the Government.*)

Drug-Impaired Driving - Drug-Impaired Driving is a significant concern for policing agencies and for MADD Canada. The CAPB joined with the CACP and CPPA in submitting a joint response to the Government's consultation paper on the subject in the fall of 2003 (refer to CAPB Bulletin #75 for details). The Government followed up on its consultation by introducing Bill C-32 in April 2004. The CAPB was pleased to see the legislation, which unfortunately also died on the Order Paper when the election was called. Some of the concerns the three police associations and MADD Canada had about the legislation included: more money must be allocated to train and equip front-line officers to use the new law consistently across Canada; it will take years to fully implement; it must be fully implemented before Canada's marijuana possession laws are softened; and further research is needed to develop stronger and better drug detection tools. Despite these concerns, the collaborating groups had asked that the Bill be fast-tracked and adopted before the election was called. (*Note: This legislation was re-introduced on November 1, 2004.*)

Marijuana Grow Operations - In 2002, CAPB members approved two resolutions addressing concerns about the explosion of marijuana home grow operations across the

country. We asked that legislative changes be made to ensure effective deterrents are in place, not only in the form of incarceration, but also in the form of substantial financial penalties. The Federal Government has taken several steps to address our concerns since that time.

The cannabis reform bill that died on the Order Paper included stronger penalties for marijuana cultivation in recognition of the reality that weak sentences are part of the problem. Under the proposed legislation, the maximum penalty for growing more than 50 plants was 14 years imprisonment, double the previous maximum term of imprisonment.

Last year the Justice Minister also introduced legislation to create a new offence against setting deadly traps in places used to commit crimes. This proposal was aimed specifically at protecting police officers and other emergency workers from injury or death due to dangerous traps set in situations such as marijuana home grow operations or clandestine drug labs. Bill C-14 received Royal Assent this spring.

In March the CAPB Board endorsed the report and 11 recommendations prepared by the National Coordinating Committee on Organized Crime's Working Group on Marijuana Grow Operations. The report was mailed to all CAPB members in March with a request that the report be referred to your municipal councils and chiefs of police, with a view to implementing those recommendations falling within municipal jurisdiction. It is hoped that each of your municipalities is taking action to participate in the fight against grow ops.

Hate Propaganda Resolution – In 2002 the CAPB approved a resolution expressing support for Svend Robinson's Private Member's Bill that asked for the hate propaganda section of the Criminal Code to be amended to expand the definition of an *identifiable group* to include protection on the basis of sexual orientation. Bill C250 received approval in April.

National Sex Offender Registry - The Government's National Sex Offender Registry finally received Royal Assent in April and will come into force this fall. The legislation, originally tabled in December 2002, responded to long time calls from the police community, victims rights groups and provinces. CAPB members unanimously supported the creation of the national registry, and also agreed it must be retroactive in nature and include the kind of features present in the Province of Ontario's registry. Some retroactivity and enhanced features were

subsequently added through amendments in response to the demands of police groups and provinces that currently have sex offender registries.

Protection of Children from Sexual Exploitation (Bill C-20) – In December 2002, the federal government introduced new legislation that contained several proposed amendments to the Criminal Code of Canada aimed at better protecting children and other vulnerable persons from sexual exploitation. Among the proposed revisions was one to expand the existing definition of written child pornography to include material that describes prohibited sexual activity with children. The proposal responded to a 2002 CAPB resolution urging the federal government to show leadership in responding to the legislative loophole used by John Robin Sharpe in a Supreme Court of B.C. ruling in 2001. Unfortunately, this Bill also died on the Order Paper when the election was called. We hope it will be re-introduced by the Government in its new session. (*Note: This legislation was re-introduced on October 8, 2004.*)

DNA Data Bank Legislation – In the fall of 2002, input was sought from CAPB members on the federal government's DNA Data Bank Legislation Consultation Paper. The responses received were unanimously in favour of more comprehensive and widescale use of DNA testing and collection, and supported an expanded use of DNA, similar to the current use of fingerprints. Your opinions were submitted to the Federal Government as part of a CAPB response to the consultation paper. In May 2004, the Government introduced legislation to strengthen DNA Data Bank laws that included many of the suggestions you made. Again – like so many other welcome pieces of legislation – this one died on the Order Paper with the election. (*Note: This legislation was re-introduced on October 15, 2004.*)

It is unfortunate that so many important pieces of legislation fell by the wayside due to the federal election in June. Now that many of them have been re-introduced, the CAPB will be making its views known on behalf of its members.

Funding Responsibilities - A priority that we continue to work on is that of equitable and adequate funding for municipal policing. The CACP has identified as a top priority the clarification of policing roles and responsibilities for the three levels of government, with a view to developing a more integrated model of policing in Canada. The CAPB supports the CACP goal of a "new deal" for policing in the country – one that recognizes there is only

one taxpayer and that policing spans all three levels of government. We have raised this issue with the Federal Ministers in the past through resolutions dating back as far as 1996, and we welcome the opportunity to work alongside the CACP on this. The CACP will be hosting an initial roundtable discussion in September that CAPB representatives will be attending.

Funding for First Responders - Another important development in the area of funding for municipal police and in particular municipal first responders, was the March 2004 release of the Senate Standing Committee on National Security and Defence's report entitled "National Emergencies: Canada's Fragile Front Lines".

In April 2003 the CAPB was represented at a presentation made by board members of some of the largest police services in Ontario to the Sub-committee on National Security, about the crucial need for more funding for municipal first responders. The presenters highlighted the absence of effective, multi-tiered counter-terrorism mitigation plans, resources, and measures. The delegation emphasized the need for a direct funding relationship between the federal government and municipalities, as currently available funds are not flowing down to the municipal level where they are needed. A summary of their presentation is contained in Bulletin #71 available on the website.

The Senate Committee report released in March identifies many shortcomings by both federal and provincial governments in not properly funding, equipping and communicating with front-line responders. It sets out sweeping recommendations aimed at improving the country's national emergency preparedness, including putting money directly in the hands of municipalities for emergency response, and involving first response organizations in a more collaborative manner. (*Note: CAPB members approved a resolution later in the conference calling on the Federal Government to act on the Senate Committee report recommendations. The Government will be responding to each of the Senate Committee's recommendations.*)

Canadian Police Sector Council - After a two-year wait for funding approval from Human Resources and Skills Development Canada to proceed with establishing a Canadian Police Sector Council, police stakeholders are now in the stages of planning the Sector Council's governance and organizational structure, a business plan, and a board of directors. The Sector Council is being set up to oversee the coordination and implementation of

recommendations contained in a report entitled *Strategic Human Resources Analysis of Public Policing in Canada* completed in 2002, after several years of work by a 37-member steering committee and team of consultants. Executive Director Wendy Fedec represented the CAPB on the committee and she continues to represent the Association on the interim Sector Council as it works through its development phase.

CAPB Strategic Planning Exercise - Earlier this year the CAPB Board of Directors approved the undertaking of a strategic planning exercise to develop the future direction of the Association. We will be seeking member input on a draft plan later this year. A questionnaire was included in delegates' kits at the conference.

The CAPB Board of Directors and Executive Director look forward to continuing to work on your behalf over the coming year.

NOMINATION REPORT

The Nominating Committee consisted of Committee Chair David Ruptash, a retiring CAPB Director (Edmonton); W.H. (Curly) Everitt (Vice President, Ontario Association of Police Services Boards); and Mayor Mary Reeves (Abbotsford). The following individuals were elected as the CAPB Board of Directors and Executive for 2004/2005:

Executive:

Edward Keyes, President	Saint John, NB
Don Robinson, Vice President	Halton, ON
Lynne Kennedy, Secretary-Treasurer	Vancouver, BC
Herb Kreling, Past President	Ottawa, ON

Directors-at-Large:

Robert Angel	Amherst, NS
Emil Kolb	Region of Peel, ON
Shelley Lavallee	Regina, SK
Maureen Meikle	Victoria, BC
Sal Polito	Kawartha Lakes, ON
Ian Wilms	Calgary, AB



CAPB Board of Directors: (from left to right), Sal Polito, Robert Angel, Lynne Kennedy, Ed Keyes, Don Robinson, Herb Kreling, Wendy Fedec (Executive Director), Emil Kolb. Missing from photo: Shelley Lavallee, Maureen Meikle and Ian Wilms.

Outgoing Director David Ruptash was honoured at the Conference for the three years he served the Association, and for the commitment and diligence with which he pursued excellence in police governance both nationally and in his own province. Among his achievements was the instrumental role he played in founding the Alberta Association of Police Governance in 2003. He will be retiring from the Edmonton Police Commission this December after six years of service.



D. Ruptash receives his Honorary Life Member award from President Keyes in recognition of his contribution to the CAPB.

RESOLUTIONS

The following resolutions received the support of the membership:

RESOLUTION 04-1: ELECTRONIC PROPERTY REPORTING LEGISLATION

WHEREAS property crime has become a major contributor to the overall crime rate in Canada; and

WHEREAS Property Crime and the Illegal Drug Trade are closely linked; and

WHEREAS a tremendous amount of police resources have to be dedicated to both the property crime issue and the illegal drug trade; and

WHEREAS citizens of Canada are increasingly negatively impacted by both property crime and the illegal drug trade; and

WHEREAS the problem of theft and robbery cost the Canadian economy several billion dollars a year; and

WHEREAS electronic second-hand property reporting technology exists today and is presently in use in several jurisdictions across Canada, and has had a positive impact on the problem of property crime by assisting police in identifying active criminals and in returning property to victims;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge provincial governments and territories across Canada to adopt legislation making it mandatory to report second-hand property transactions to police, using the electronic property reporting technology that exists today.

RESOLUTION 04-2: SUPPORT FOR RECOMMENDATIONS OF SENATE COMMITTEE REPORT ON NATIONAL SECURITY AND DEFENCE

WHEREAS the Senate of Canada has recognized the importance of First Responders as the “front line” in responding to domestic emergencies that may be of national consequence; and

WHEREAS through two years of cross-country interviews, surveys and testimonials across all levels of government, including First Response agencies, regarding the state of emergency preparedness in Canada, the Senate Standing Committee has produced nineteen (19) recommendations that will impact and improve First Response capabilities; and

WHEREAS the Senate Standing Committee revealed the disconnect between Federal funding availability and municipal/local funding receipt,

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the Federal Government to support and act on the nineteen (19) recommendations prepared by the Senate Standing Committee on National Security and Defence and published in the March 2004

report entitled *National Emergencies: Canada's Fragile Front Lines; An Upgrade Strategy*.

AND BE IT FURTHER RESOLVED THAT the Canadian Association of Police Boards encourage the Federal Government to invoke audit mechanisms to ensure that Federal funding earmarked for First Response agencies, including municipal police forces, be used responsibly and equitably and for the stated purposes thereof.

RESOLUTION 04-3: FINANCIAL SUPPORT FOR MUNICIPAL POLICING AGENCIES UPHOLDING NATIONAL SECURITY POLICY

WHEREAS the Federal Government has recognized the role of policing and enforcement in upholding the new National Security Policy; and

WHEREAS the Federal Government has allocated a sum of \$690 million from unused pre-designated Budget 2001 allotments, Budget 2003 contingency reserves and further supplemented by Budget 2004 funds; and

WHEREAS the Federal Government has directed these funds to six (6) strategic areas: intelligence, emergency planning and management, public health, transport security, border security and international security; and

WHEREAS these moneys have been earmarked for Federal Departments, including Canadian Security Intelligence Service (CSIS) and the Royal Canadian Mounted Police (RCMP) with neither acknowledgement that municipal policing forces conduct intelligence and policing activities in lieu of these agencies nor any mention of directing funds to municipal policing forces that may engage in the same activities;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the Federal Government to acknowledge in writing to the CAPB the vital role that municipal policing agencies play in supporting Canada's National Security;

AND BE IT FURTHER RESOLVED THAT the Canadian Association of Police Boards encourage the Federal Government to establish proportionate funding schemes, prorated on RCMP allotments, and control mechanisms for municipal police forces engaged in activities of national importance.

RESOLUTION 04-4: PROCEEDS OF CRIME

WHEREAS the purpose of the *Proceeds of Crime (Money Laundering) and Terrorist Financing Act* is to implement specific measures to detect and deter money laundering and the financing of terrorist activities and to facilitate the investigation and prosecution of money laundering offences and terrorist activity financing offences; and

WHEREAS the *Forfeited Property Sharing Regulations* determine the calculation and payment of the proceeds of the disposition of forfeited property; and

WHEREAS the Government of Canada has signed memorandums of understanding with provincial governments respecting the province's allocation of its share of the forfeited property to provincial ministries; and

WHEREAS municipal police services expend significant resources in investigating and assisting in the prosecution of these crimes but do not receive reimbursement of costs from the seized assets; and

WHEREAS municipal police services provide service to the vast majority of the Canadian population, especially in urban centres with designated international points of entry, such as the harbours of the cities of Halifax and Vancouver, and Pearson International Airport in the Region of Peel;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the federal government to amend the *Forfeited Property Sharing Regulations* to include a cost recovery component to the local jurisdiction or municipality;

AND FURTHER BE IT RESOLVED THAT the Canadian Association of Police Boards urge the federal government to revisit the provincial Memorandums of Understanding to incorporate a cost recovery clause mandating reimbursement of costs to the local jurisdiction or municipality.

RESOLUTION 04-5: DRUG AVOIDANCE EDUCATION FUNDING

WHEREAS there is a perception among young people that marijuana is not a dangerous drug, that it is more socially acceptable than consuming alcohol or smoking cigarettes, that it is not addictive and will not cause cancer or other respiratory diseases attributed to cigarette smoking; and

WHEREAS marijuana can adversely affect the healthy growth and development of young people at a critical time in their lives, can lead them into crimes such as shoplifting and stealing to buy marijuana, and can lead to the use of harder, more dangerous drugs and more serious crimes; and

WHEREAS more needs to be done to educate young people, their parents and society in general that marijuana is a dangerous, addictive drug and that using it is not socially acceptable; and

WHEREAS teachers and other front-line professionals such as police officers share the goal of educating young people to stay drug-free;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards reiterate its opposition to the decriminalization of marijuana as proposed by Bill G38 and then C-10, and request that it be delayed until a National Drug Strategy is fully developed and provides funding for evidence based, recognized drug and education programs to be delivered to all Canadian youth;

AND THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards appear before any parliamentary committees to state its position.

RESOLUTION 04-6: REQUEST FOR IMMEDIATE ACTION ON LAWFUL ACCESS

WHEREAS the current provisions of the *Criminal Code* that govern the lawful interception of private communications were enacted in 1974 and have not been adapted to meet the challenges of modern technology and trends such as high speed Internet, wireless telecommunications devices, deregulation of the telecommunications industry, global and cross border criminal activity and cyber crime; and

WHEREAS the gap between the law and the reality of today's technology poses a serious threat to public safety and creates a safe zone where criminals can operate free from fear of detection and apprehension; and

WHEREAS the current situation is hampering the ability of police to investigate criminal offences and apprehend offenders; and

WHEREAS the Canadian Association of Police Boards recognizes concerns about the possible erosion of individual privacy rights;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the Federal Government to make it a top priority to update the legal framework for Lawful Access so that police maintain the ability to lawfully intercept communications and search and seize data in order to investigate and support prosecution of crimes, but that the circumstances in which police may intercept private communications and search and seize data continue to be the subject of prior court approval.

RESOLUTION 04-7: REQUEST FOR REVIEW OF ORGANIZED CRIME LEGISLATION

WHEREAS organized crime and gang activity in Canada is growing at a rapid pace and is negatively impacting all Canadians in a variety of ways; and

WHEREAS the requirements in Part VI of the Criminal Code – Invasion of Privacy, generally, have become so onerous the benefits of the recent amendments to sections 186(1.1) and 186.1 are rarely realized; and

WHEREAS police investigations into organized crime and gang operations often result in a large number of individuals being charged under one indictment, but the justice system is ill equipped to deal with “mega trials” so many prosecutions are stayed or charges withdrawn; and

WHEREAS it is economical for law enforcement to store documentary evidence electronically, such as recordings and transcripts of intercepted communication, photographs and video, but the courts have allowed defense petitions for hardcopy disclosure, which places significant resource and financial hardship on law enforcement; and

WHEREAS the “best practice” for impacting members of criminal organizations is to seize their assets, however, the current system provides criminals the opportunity to use seized assets to pay their defense counsel; and

WHEREAS many victims are intimidated by members of organized crime or gangs so that they will not assist the prosecution, and the prohibitions against such intimidation in section 423.1 of the Criminal Code have little impact; and

WHEREAS existing witness protection legislation must be improved and a new protection regime implemented that can be consistently applied in all jurisdictions; and

WHEREAS the Government of Canada has enacted legislation aimed at assisting in the investigation and

prosecution of organized crime and gang members, the reality is there has been minimal benefit to law enforcement from these measures;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the Federal Government to initiate a comprehensive review of existing legislation intended to assist in the investigation and prosecution of organized crime and gang members, in consultation with municipal, provincial, territorial and federal law enforcement agencies, to ensure that effective laws and processes are in place.

RESOLUTION 04-8: POLICE TRAINING

WHEREAS Police demographic trends have led to a significant rise in retirements, a loss of police knowledge and experience, and increased demand for police training; and

WHEREAS the Charter of Rights and Freedoms, new criminal legislation and legal process, new police management accountability, information technology, misuse of the Internet, changing social and economic conditions, an increasingly diverse population, globalization and generally expanded human activity are intensifying the complexity of police work and putting a greater intellectual demand on police officers; and

WHEREAS police training standards and practices differ from jurisdiction to jurisdiction, and there are overlaps, duplication and gaps in police training offerings across the country; and

WHEREAS police training resources were frozen or cut, and cost recovery and other efficiencies introduced during the years of government financial retrenchment have not been restored; and

WHEREAS more police are acquiring post-secondary education either on their own volition or with the help of their police organizations, and police training appears to be in the process of evolving into a post-secondary discipline; and

WHEREAS those responsible for police training cooperate informally to overcome the fragmentation of police training, but are hampered from doing more because there is little governmental collaboration and policy direction on police training;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards urge the Minister of Public

Safety and Emergency Preparedness Canada to take the lead in consulting with its provincial and territorial counterparts to jointly develop a national police training policy and that the provinces work with the provincial police training academies and the Canadian Police College, in consultation with municipal police departments, to formulate a national police training strategy to address the above issues; and that this be done in consultation with the recently formed Police Sector Human Resources Council.

RESOLUTION 04-9: INCREASE IN REMAND RATES

WHEREAS Federal, Provincial and Territorial Corrections Ministries are working to gather information on national adult remand trends and are seeking input on ways police practices and trends may have an impact on the rising remand population; and

WHEREAS there is evidence in some provinces that municipal police services are spending more on court security costs as a result of the increase in the number of remands before the courts; and

WHEREAS overcrowding in some local detention centres and the closure of smaller correctional facilities has led to delays for police tasked with transporting and escorting prisoners, which in turn have resulted in increased costs for overtime, additional staff, transportation, and prisoners' meals; and

WHEREAS the use of video or closed circuit technology for remands has assisted in dealing with the increasing volume of prisoner escorts, but could be even more beneficial if its use was increased in an aggressive fashion, except for first appearances and when an offender wishes to plead guilty;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards submit the following recommendations to the Federal Government officials studying the increased rate of remands:

1. That the use of video remand technology be expanded to more institutions from which offenders are frequently transported to court for remands, and that the establishment of dedicated video remand courts be considered where warranted.
2. That video remand be used in situations where a new trial date is sought for an accused instead of having them appear in person.

3. That more Justices of the Peace be hired to address the delay in bail hearings.
4. That matters set for Show Cause be prioritized instead of dealing with variations first.

PLENARY SESSIONS

COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN

Guest Speaker:

- **Ms. Cherry Kingsley, Special Advisor, International Centre to Combat Exploitation of Children and National Coordinator, Canadian National Coalition of Experiential Women.**

Protecting Our Children was the theme of this year's conference and most of the plenary sessions were dedicated to addressing various facets of this issue.

The first guest speaker, **Ms. Cherry Kingsley**, is an activist who works to promote the safety, human rights and equality of sex workers nationally, while combating the exploitation, trafficking, forced labour and slavery of women and children. She delivered a poignant and at times heart-rending account of her personal experiences within the sex trade as a teenager, and the years of opportunity and honour she has had dialoguing with women and children in the sex industry.

After a childhood of violence, alcoholism, neglect and sexual abuse in the home, she was placed in state care at the age of 10 and lived in 20 different placements within the child welfare system as a permanent ward. Between the ages of 14 and 22, she endured eight years of exploitation and IV drug use in the sex trade. By the age of 15, Ms. Kingsley was a heroin and cocaine addict. She emphasized that at the age of 14 she looked about 11, but was never questioned while walking through lobbies of hotels with older men at 3:00 a.m., purchasing condoms and cigarettes, or paying guest fees to hotel desk clerks.

At the age of 18, Ms. Kingsley became involved in the Human Rights and Peace movement. This began her healing process, which consisted of having somewhere to go, finding a voice and connecting with her First Nations culture. At the age of 24, an encounter with a Native Elder led to her understanding, for the first time, that her life was sacred and of value. She was finally given the opportunity, resources and support not just to survive, but to thrive and shine.

Historically, both the public and police have viewed women and children associated with the sex trade as criminal, liable, nuisances, and even disposable. Government policies, legislation and community attitudes can at times keep them voiceless, invisible and impoverished, without rights and opportunities or even choice as to whether they remain in the sex trade or whether they survive. They are not only vulnerable, but are targets of violence, rape, slavery and perhaps most damaging of all, exclusion.

Ms. Kingsley noted there are four isolating factors facing children and youth in the sex trade:

- 1) Age - it is easier to manipulate and lie to someone who is young and small;
- 2) Laws - that marginalize children and youth;
- 3) Market - some individuals want to buy young people for many reasons; a lack of diseases such as AIDS is one.
- 4) Poverty, homelessness and abuse make young people vulnerable.

By identifying some of the entry points or circumstances that create these conditions, we can begin to address them.

Ms. Kingsley stated instances of child or youth involvement in any aspect of the sex trade must be viewed as abuse and exploitation, and we must intervene in a way that no longer punishes or criminalizes the child or youth. We must get beyond voicing outrage or horror, to a place of action that reflects the principle of genuine commitment toward change. If one is serious about protecting children and youth from being used in pornography, prostitution or trafficking, then laws and how they are enforced must reflect this most basic principle: that children and youth need food, water, shelter, education and access to health, not solely based on whether or not they have cooperated with police or judicial actions, but because it is a fundamental human right and necessary for their basic survival.

Ms. Kingsley explained that a times she wanted to ask police for help, but she was afraid she would be the one in trouble because she had run away from state care, was in the sex trade and was using drugs. Everyone around her fed this fear. Many youth in this situation don't know who to call on for help. She emphasized it would be very helpful if youth knew who to call, that they wouldn't get into trouble, and that they would be protected and not prosecuted.

Senator Landon Pearson saw the value of Ms. Kingsley's life and believed in the work she was doing. Together they

worked on the United Nations Convention on the Rights of the Child (UNCRC), which is a template for the human rights of children. It provides governments and institutions with a vision of the inherent rights of all children and provides guidance on what programs, policies and laws are required to redress instances of gross human rights abuses. The Declaration and Agenda for Action from the “Out From the Shadows – International Summit of Sexually Exploited Youth” can be found at www.sen.parl.gc.ca/lpearson.

Both documents provide a complementary perspective on what is needed for change. The UNCRC, the most widely ratified human rights document in history, is both a statement and a demand for what governments around the world agree are fundamental for all children. The Declaration and Agenda for Action are what young people with CSEC have articulated as the direct response to both the prevention and intervention to their global issues.

There is much debate as to what we should do about the adult sex industry. Missing from the debate are the voices of the women most impacted. Women in the sex industry are not advocates of trafficking, exploitation, violence, coercion, slavery, or forced labour, and certainly not of the use of children and youth. Yet millions of women and children around the world are living in such conditions and struggling for their most basic of human rights. If we are to achieve movement that recognizes the need for safety, equality and basic human rights of women while challenging their rape, exploitation, enslavement, trafficking and forced labour, then we must have dialogue that includes women in and from the sex trade.

Police, as both an institution and community, have an incredible individual and collective voice, impact and influence. Children and youth in the sex trade do not have this voice. Police have the potential to be advocates for laws, policies and programs that will create a climate of change to challenge the current reality in which children and youth are bought and sold worldwide.

Police efforts must reflect a belief that regardless of the reality or appearance of consent to be engaged in the sex trade/industry, sex trade workers are entitled to protection, human rights, safety and equality. Police must understand that the criminalization of women in the sex trade/industry challenges all of those basic principles. Police around the world must see the value of fighting for our most basic of human rights and our protection, not based on our cooperation, information or intelligence, but because they are committed to our equal worth as human beings.

Looking only from a law and order perspective, some of the crucial pieces for young people are missing. It is perceived that to arrest a young person is to protect them, but it isn't. As police and as individuals, we must continue to advocate for the protection and basic needs of young people. As a community, there is the potential, the opportunity, the voice, the power, and the mechanism to create the change that is needed at the community, national and global level. The voice that we have is so much stronger than the voice of a young person in the sex trade. The fact that they are in the sex trade is proof that someone has devalued them.

Ms. Kingsley urged police leaders to try to encourage an attitude shift in the relationship between police and sexually exploited young people. It is important for police to begin to change their attitude, to send a message to our young people that police are there to help, and to begin to challenge the behaviour of those who would buy or sell children. Ms. Kingsley felt if those three things could be done as a community, it would be a significant achievement.

Ms. Kingsley concluded by remarking that, after having spoken to hundreds of people from the trade, she did not believe she was that unusual – the same worth and potential exists in everyone. She expressed her personal wish that police could hear from those whose lives have been changed and saved by police intervention. She reiterated that the potential and opportunities for change do exist, and that police have a role to play in achieving that change.

In discussion following the presentation, Ms. Kingsley was asked her opinion about the federal government's plans to decriminalize marijuana. She responded by saying that in her experience, marijuana is an entry drug that begins the process of youth becoming disconnected from their families, communities and school. She supported the CAPB's position that marijuana not be decriminalized until certain related issues (such as drug impaired driving) are addressed and a comprehensive strategy is in place.

Ms. Kingsley directed delegates to the International Centre to Combat Exploitation of Children at www.iccec.ca to obtain lists of community contacts and other resources that can be used to provide help to people trying to get out of the sex trade/industry.



Cherry Kingsley



Mike Buisson

INTERNET BASED SEXUAL EXPLOITATION OF CHILDREN

Guest Speaker:

➤ **Assistant Commissioner Mike Buisson, Chief, National Police Services, RCMP**

Assistant Commissioner Buisson began by acknowledging Ms. Kingsley's presentation and reassured her that, collectively, police are dedicated to making a difference and to escalating efforts to fight the exploitation of children.

His presentation addressed the issue of child exploitation on the Internet and more specifically, Canada's National Strategy, which includes the National Child Exploitation Coordination Centre.

A/Commissioner Mike Buisson emphasized that child pornography is child abuse; it is a picture of a crime in progress. He described Canada's youth as among the most connected in the world. Internet crimes against children are increasing. Forty-five percent of young people e-mail people they've met on the Internet, and 15 percent report having met at least one Internet friend.

Canada's National Strategy provides the policing community, governments and private industry with a framework for action for fighting the online sexual exploitation of children. The National Child Exploitation Coordination Centre (NCECC), consolidated under the RCMP's National Police Services, provides a variety of front-line support services to Canada's law enforcement and criminal justice communities.

Canada supports the G8 Law Enforcement Objectives for protecting children, and it is these eight objectives that guide the work of the NCECC, as follows:

1. Develop tools and techniques to facilitate the collection and flow of intelligence information.
2. Identify children who have been sexually exploited, both past and present.
3. Identify, investigate and prosecute criminals who sexually exploit children on the Internet.
4. Facilitate the implementation of strong, effective laws to combat sexual exploitation of children on the Internet.
5. Develop practical tools and training for law enforcement.
6. Work with industry and non-government organizations in the area of missing/exploited children.
7. Raise public awareness of ways in which the public can keep themselves and their families safe on the Internet.
8. Urge countries to adopt similar strategies and promote international cooperation to address the sexual exploitation of children on the Internet.

Assistant Commissioner Buisson identified four strategies of intervention. He encouraged the law enforcement community to raise people's awareness of the societal nature of sexual exploitation of children on the web and its existence in communities throughout Canada. He encouraged everyone to report incidents of Internet child pornography and luring through Canada's national tip line (cybertip.ca). Third, he advocated support for programs that teach Internet safety to children and their families. Finally, he urged support of those specialized policing units that work with international intelligence in combating child exploitation.

*Special thanks to **Connie Mahaffy**, Executive Director, York Regional Police Services Board, for preparing this summary.*

PANEL: POLICE WORKING WITH AND FOR YOUTH

Panelists:

- **Kidz 4 Success Kamp – Constable Jim Poulin, Delta Police Department & Pam Profitt, Boys and Girls Club of Delta**
- **Youth Combating Intolerance Camp – Constables Peter Gill & Paul Brookes, Victoria Police Department**
- **Fight Against Child Exploitation Program (FACES) – Detective Constable Russ Mitchell, Vancouver Police Department**

There are many great examples in Canada of police working with or on behalf of youth. This panel highlighted three such programs that have proven successful.

Kidz 4 Success Kamp – Delta Police Department

Constable Jim Poulin, a 30-year veteran with the Delta Police Dept. who will be retiring later this year, presented jointly with **Ms. Pamela Profitt**, the Options for Youth Coordinator for the Delta Boys and Girls Club/Delta Youth Services.

Kidz 4 Success (K4S) is a year-long community based program delivered under the umbrella of the Boys and Girls Club. It came about in 2000 as a result of a needs assessment that revealed a lack of community programs for young males to help them connect with the community. As a school liaison officer, Cst. Poulin felt that more could be done to connect with youth and help prevent them from getting into trouble, while providing key “asset-building” blocks such as skills, opportunities, self-perceptions, support systems and relationships.

The program was launched with the help of other partners in the community such as the Tsawwassen First Nation, local businesses, the school district, and health district. The first camp ran from November 2001 to November 2002 and had 30 boys aged 9 to 12 registered. Each of the boys selected for the camp were “at risk” in some way – they may have been new to the community, been bullied, had low self-esteem or come from a single parent home, for instance.

The program began with a weekend away at a camp so everyone could get to know each other. The youth participate in activities such as cultural events, canoeing, horseback riding, kayaking and archery. Police officers and teachers staffed the camp. A month later, the boys got together, with their families in attendance, to view a video of their time at the camp.

Ms. Profitt explained that throughout the year they get involved with many segments of the community such as seniors, the fire department, the ambulance service, and especially different cultural groups such as Tsawwassen First Nation or the Sheik temple. The boys are asked to volunteer in senior centres, recreation centres, fundraising campaigns or in adopting streets in the community.

After the first year, Cst. Poulin and Ms. Profitt were honoured to receive the Solicitor General’s award for community crime prevention and safety. The second year

was launched in November 2002. Boys who had attended each event the first year were invited back as alumni and were given a more challenging program with more responsibilities.

An Executive comprised of all the partners – Delta Police, the Boys & Girls Club, parents of some of the youth, and community partners - oversees the program, which is now in its third year. The program has also been expanded to another community in the Delta area.

The presentation concluded with a five-minute video illustrating some of the activities the boys participated in.

Youth Combating Intolerance Camp – Victoria Police Department

Constable Peter Gill explained that the Youth Combating Intolerance Camp is a partnership between police, educators and students, who come together to effectively deal with intolerance and its manifestations. They recognized a dire need to facilitate education about diversity and the surrounding issues such as hate, intolerance, racism, sexism and homophobia. Recent high profile events such as the tragic murder of Reena Virk exemplifies why the Youth Combating Intolerance Camp was and is such an important venture. By having youth educators and police officers interact in a neutral, captive location, the program has achieved its goal of understanding intolerance by building foundations to facilitate future change.

Constable Paul Brookes explained that with funding from Canadian Heritage and Capital Savings and help from School District 61, the camp began with teachers from four schools willing to contribute activities and ideas to the camp. Sixty-eight youth ranging in age from 14 to 17 attended, along with seven teachers and four police officers, one of whom was a First Nations officer. Organizers felt it was important to show diversity in the police force as well. They spent four days at Camp Columbia on Thetis Island doing projects and addressing career goals.

Issues addressed included bullying, First Nations residential school experiences, anti-semitism, hate crimes, homophobia, and issues surrounding immigrants and refugees. The subjects were presented in a participatory, interactive model as well as through a traditional lecture style. To determine whether the students understood the material, they were expected to produce and present short skits reflecting their understanding of what they had

learned. This approach was a highlight at camp and encapsulated their understanding of the topics covered.

The desired outcome from the four-day camp was that the schools represented would get together during the camp to form action plans to take back and deliver in their school or community. Constable Brookes reflected that having speakers who had experienced the Holocaust, immigration, being a refugee, sexism or homophobia puts a face to each issue for the kids that participated, which will stay with them for the rest of their lives and influence the way they respond to incidents of intolerance in the future.

To try to measure the program's success, a three-person panel visited each of the schools the following spring. Most of the ideas from the camp had been successfully implemented.

Fight Against Child Exploitation Program (FACES) – Vancouver Police Department

Detective Constable Russ Mitchell explained that FACES is a tool employed by the Vice Unit to specifically identify children and adolescents in the sex trade. It directly involves parents of these children in an effort to locate and rescue them from the street.

Photos of children who are missing and suspected of being recruited for prostitution are obtained from parents or social workers. They are reproduced and circulated to police members who patrol neighbourhood strolls. The same photos and profiles go to other agencies that work with "at risk" adolescents. Properly identifying children on the street is often the first step in arranging for their recovery.

The information and photos are also entered in the DISC (Deter and Identify Sex Trade Consumers) Database. This is the latest weapon in the Vice arsenal to enforce prostitution-related offences and the sexual exploitation of women and children. It identifies and establishes a database on sex trade consumers and their activities that can be shared with other police services. (*Reference the presentation on the DISC program later in the report.*)

The FACES program is unique in that it gives a parent or guardian a single contact who can assist them in a very difficult time. Many parents find it frustrating having to relate a very sensitive situation to several police members. FACES enables them to contact an experienced investigator who can assist them in the recovery of their child.

FACES is also used as a resource to advise parents, teachers and social workers about legal issues and warning signs that indicate a child might becoming involved in prostitution recruitment, and on how to leave the sex trade.

PUBLIC SAFETY AND EMERGENCY PREPAREDNESS CANADA UPDATE

Guest Speaker:

- **Ms. Patricia Hassard, Assistant Deputy Minister, Policing, Law Enforcement and Interoperability Branch, Public Safety and Emergency Preparedness Canada**

Ms. Hassard began by stating the CAPB is one of her Department's most valued stakeholder groups. Her presentation covered three distinct topics. She began with an overview of the new Portfolio of Public Safety and Emergency Preparedness Canada (PSEPC) and its expanded mandate to integrate public safety efforts. She later discussed some of the specific things the Department has been doing over the past year with regard to issues of concern to the CAPB, focusing particularly on the conference theme of "Protecting Our Children" which is also a priority for the Government of Canada. Her talk also included a look toward the future and how we can continue to work together to achieve mutual goals of improved public safety and security for all Canadians.

About PSEPC...

PSEPC was created in December 2003 and is a cornerstone of the Government's strategy for ensuring the safety of Canadians. The new department integrates under one Minister the core activities of the previous Dept. of the Solicitor General, the Office of Critical Infrastructure Protection and Emergency Preparedness (OCIPEP), and the National Crime Prevention Centre (NCPC). Having all this expertise under one banner allows for better integration across the public safety spectrum and places the federal government in a much better position to operate more strategically and effectively.

Included in PSEPC are the RCMP, the Canadian Security Intelligence Service, Correctional Service of Canada, the National Parole Board, the Canada Firearms Centre and the Canada Border Services Agency. It has an annual budget of \$7 billion.

Ms. Hassard heads up the Policing, Law Enforcement and Interoperability Branch, which includes national leadership and coordination roles. As part of this role, the PSEPC Minister is the key federal point of contact for police associations and other non-governmental organizations concerned with policing. The CAPB, along with the CACP and CPPA, are the Department's most important partners in this regard. Ms. Hassard advised that she and her staff are committed to working closely with the CAPB throughout the year to advance our mutual goals.

Addressing the CAPB's Concerns...

Protecting Our Children

Ms. Hassard highlighted the work the Department is doing in developing and implementing the National Strategy to Protect Children from Sexual Exploitation on the Internet. The Government's March 2004 budget committed over \$8 million per year to the Strategy, which has five key objectives:

1. Enhancing law enforcement capacity to effectively coordinate and investigate these crimes.
2. Providing for public reporting and public education.
3. Forging partnerships with industry and NGOs, who not only have expertise in this area but can widen the audience reach.
4. Ensuring legislation remains current and keeps pace with technological changes.
5. Engaging in research, so that the scope of the problem is known and the Department can better focus its efforts.

At the heart of the Strategy is the RCMP's National Child Exploitation Coordination Centre, which Assistant Commissioner Buisson addressed earlier in the Conference. Over five years, \$34 million has been dedicated to enhancing law enforcement capacity.

Providing a public reporting mechanism has been identified as a key tool to identifying and locating sources of Internet-based child sexual exploitation. In that regard, PSEPC will be contributing \$700,000 per year for the national expansion of cybertip.ca, a program operating in

Manitoba that receives reports from the public, assesses them and when warranted, forwards them to the police for investigation. To date the program has resulted in nearly 200 websites being shut down and has led to numerous arrests. Cypertip.ca also contains links to educational material and references.

Lawful Access

The CAPB passed two resolutions in 2003, and approved one of them again this year (resolution #04-6) regarding the need for amendments to existing lawful access legislation. Ms. Hassard reported that this remains one of the Government's priorities and officials are continuing to work with police services across the country to develop a new law that will ensure all telephone and Internet companies have an intercept solution in place. The law will also clarify the legal threshold for which basic customer name and address information should be released to the police. Other amendments will update federal legislation to deal with crimes committed with the assistance of a computer.

Regarding the issue of costs and the fact that police services cannot afford to pay the growing costs being charged by companies for access to information as part of a criminal investigation, Ms. Hassard assured the CAPB that PSEPC officials will continue to work with all stakeholders to find a joint solution that addresses the concerns of all stakeholders, both police and private industry.

Gun Registration Legislation

Last year the CAPB asked the Federal Government to do a cost-benefit analysis of the gun registration legislation.

Ms. Hassard reaffirmed the Government's commitment to gun control as an important element of public safety. Evaluation of the implementation and, where possible, the effectiveness of the Program has been ongoing. It will, however, take time for the full range of necessary information to be available to evaluate impacts and benefits in a comprehensive way.

In May 2004 the Government did announce a package of improvements that included controlling costs. Funding for the Firearms Registry component of the Program will be capped at \$25 million per year starting in 2005-06.

The Firearms Information System has proven to be a successful police investigative tool. Police from across the

country average 1,800 queries each day, and about 6,000 firearms have been traced in gun-crime and firearm-trafficking cases. To ensure guns are kept out of the hands of those who should not have them, more than 12,000 licenses have been revoked or refused.

Sex Offender Registry

As noted in the President's Report, legislation to establish a national sex offender registry came into force on April 1, 2004 and is expected to be operational by the fall.

Proceeds of Crime

The CAPB has raised concerns about the way the federal government shares revenue from forfeitures. Ms. Hassard advised this sharing is done in accordance with the *Forfeited Property Sharing Regulations* of the *Seized Property Management Act*, which provide only for sharing between the federal government and the provinces and territories. According to Memoranda of Understanding between the Department of Justice and the provinces and territories, this money must all be directed to drug education, crime prevention, and other general criminal justice programs. Justice Canada is currently setting up a federal-provincial-territorial working group to address concerns about revenue sharing.

CBRN Funding/National Counter-Terrorism Strategy

Ms. Hassard addressed the 2003 CAPB resolutions dealing with Chemical, Biological, Radiological, Nuclear (CBRN) funding, and the creation of a national counter-terrorism strategy. She advised that the Federal Government is currently working with the provinces and territories to develop a National CBRN Strategy that will support the National Security Policy and take into consideration the findings of the Senate Committee on National Security and Defence (*reference resolution 04-2*). She noted the provinces and territories are constitutionally empowered to represent the interests of their respective municipalities, and she encouraged CAPB members to discuss their concerns and suggestions with provincial emergency measures organizations as they are participating in the development of the national strategy.

The national CBRN strategy will address many of the concerns raised in the 2003 CAPB resolution calling for the establishment of a comprehensive national counter-terrorism strategy regarding risk mitigation by first responders. In addition, PSEPC is responsible for other

initiatives that will help first responders: the CBRN First Responder Training Program; the Joint Emergency Preparedness Program (JEPP); the National Emergency Response System; the Integrated National Security Assessment Centre; and the National Security Policy. Now that all counter-terrorism, national security and emergency response capabilities fall under PSEPC, Ms. Hassard believed we are in a better position to achieve a fully integrated strategy to address the needs of first responders.

Marijuana Grow Operations (MGOs)

MGOs have been identified as a top priority under the *National Agenda to Combat Organized Crime*. As mentioned in the CAPB President's Report, a working group of the National Coordinating Committee on Organized Crime (NCC) prepared recommendations on how to combat MGOs, which were approved in September 2003. Ms. Hassard thanked the CAPB for endorsing the NCC report and for disseminating it to its members for action at the municipal level.

The NCC Working Group has been advancing a plan to implement the report recommendations and will be reporting to the FPT Deputy Ministers this fall on their progress. Ms. Hassard said she looked forward to continuing to work with the CAPB in advancing the recommendations.

Clandestine Lab Operations

The Federal Government is currently working with several provinces to determine the nature and extent of the meth problem in their communities. With key stakeholders, they will be determining ways to best address the production of methamphetamine. The results of these initiatives will help to identify priorities leading into a Health Canada-led Conference this fall on developing a national drug strategy.

Incarceration in Minimum Security Facilities

Although her Branch is not responsible for corrections issues, Ms. Hassard advised that the Government's response has not changed with regard to our 2001 and 2003 resolution about housing first degree murderers in minimum security prisons. The security classification system has been the subject of significant review and oversight from various quarters, and has been repeatedly determined to be well-founded and sound.

Cumulative Sentencing Legislation

Ms. Hassard advised it is the view of the Department of Justice and PSEPC that the proposal for cumulative sentencing, as set out in CAPB resolution 03-13, would not serve the best interests of public safety. It would in many cases lead to periods of incarceration well beyond the point that is necessary or in the community's best interests. The proposals would also limit judicial and correctional discretion and add significant new costs to the correctional system. The Government continues to believe that the safest way for offenders to return to the community is through supervised assistance and control while they are still under sentence.

Police Governance Project

Before concluding, Ms. Hassard took the opportunity to applaud the CAPB for its foresight in taking on the important and complex issue of police governance. PSEPC believes it is one of the most promising projects they have funded in a long time, and she looked forward to receiving the results next year.

In closing, Ms. Hassard stated her Department is counting on the CAPB and the other policing organizations to bring issues forward and to help the Government formulate sound and relevant policy. Her presentation was followed by a lively discussion period.

LUNCHEON SPEAKER:
THE HONOURABLE ANNE McLELLAN, DEPUTY PRIME
MINISTER & MINISTER OF PUBLIC SAFETY AND
EMERGENCY PREPAREDNESS CANADA

The CAPB was honoured to once again welcome the **Honourable Anne McLellan, Deputy Prime Minister & Minister of Public Safety and Emergency Preparedness Canada**, to its conference. She delivered a luncheon speech that highlighted the following topics:

- **The importance of partnerships.** The creation of her new Department and the synergies created by bringing together CSIS, the RCMP, Corrections, and the Canada Border Services Agency provide the opportunity to maximize their talents and limited resources to do things more effectively, including front-line policing. Deputy Prime Minister McLellan stated her Department views the CAPB as one of its important partners, and the development of strategic partnerships is one of the key foci of her new Department.
- Canada's first ever integrated **National Security Policy** was released in April 2004. The policy includes four Integrated National Security Enforcement Teams across the country, with plans to introduce two more teams before 2006. The teams provide valuable support to frontline police in dealing with threats to national security. Since September 11, 2001, over 500 frontline responders have been trained to respond to emergencies and disasters through a national training program. PSEPC takes very seriously its contribution to work with frontline responders to ensure they have the necessary training and resources.
- **Protection of children** is an overarching priority for PSEPC, and one that requires the pooling of efforts and working together. She outlined several initiatives undertaken to address this issue such as the National Child Exploitation Coordination Centre, and the National Strategy to Protect Children from Sexual Exploitation on the Internet announced in February's Throne Speech. (Reference presentations by Assistant Commissioner Mike Buisson and Ms. Patricia Hassard for more information.)
- Developing effective, collaborative solutions to combat **organized crime** is of great importance to all levels of government and law enforcement. The collaborative actions taken to tackle the issue of illegal **marijuana grow operations** (MGOs) provides a good example of how we can and must work together to combat organized crime. In addition to the work of the National Coordinating Committee, some \$22 million through the Renewed Drug Strategy is being used to establish and operate marijuana grow op enforcement teams across the country. **Cannabis reform legislation** is due to be re-tabled this fall and will include more severe penalties for growing marijuana.

- **Lawful Access** - Deputy Prime Minister McLellan said she understands the importance for police to have the tools they need to undertake their investigative work and she will be treating lawful access as a key priority this fall. We are falling behind other comparable countries in updating our laws to accommodate the lawful interception and access of information by law enforcement officials. It is not an easy issue and there are privacy concerns.

In closing, the Deputy Prime Minister emphasized the need to work together to identify shared problems and to find the solutions and resources to keep Canadians safe. She looked forward to working with the CAPB in the months and years ahead to achieve our shared goal of the highest level of safety and security and emergency preparedness for our communities.

A complete transcript of Deputy Prime Minister McLellan's speech is available on the PSEPC website at www.psepc-sppcc.ca.

DETER AND IDENTIFY SEX TRADE CONSUMERS (D.I.S.C.) PROGRAM

Guest Speakers:

- **Detective Constable Raymond Payette, Vancouver Police Department**
- **Detective Constable Oscar Ramos, Vancouver Police Department**

Detective Constables Oscar Ramos and Raymond Payette of the Vancouver Police Department are recognized as international experts in the field of human trafficking and the sexual exploitation of women and children. In 1998, the two officers developed DISC (Deter and Identify Sex Trade Consumers) in response to various recognized community and law enforcement needs.

DISC focuses on three primary groups: at risk youth primarily between the ages of 14 to 16; pimps, and Johns. The goals of the program are to:

- provide information to assist in investigations;
- provide information to police officers that will assist communities to more effectively address the effects of sexual exploitation in their neighbourhoods; and
- recognize that prevention and intervention are the two critical elements that make this program so successful.

The DISC system's core functions include: maintaining a database of individuals participating in sex trade activities; protecting at-risk youth from sex trade recruitment; and identifying and tracking pimps, recruiters, consumers, workers and others of special interest (for instance, an individual filming children in a park, or being found with a rape "kit"). All database entries are as a result of a direct police officer contact and capture the details of the contact and any unique characteristics. The entire database is available to all DISC enabled police jurisdictions; any police jurisdiction on the DISC system may enter and query information. DISC provides an effective, efficient, and low-cost method by which to address community concerns.

The DISC system allows police departments to more effectively identify and track sex trade recruiters because once an individual is identified, that person can be tracked regardless of jurisdiction. Traditionally, the history of a recruiter's previous recruitment strategies, police contacts, and other related police reports are not available to investigators. DISC provides clear information that assists police in developing effective strategies that protect our at-risk youth. DISC also affords police the opportunity to enter into partnership with families, youth, and social agencies to better protect and support the youth of our communities.

The DISC program provides police departments with critical shared information on sex trade participants where none previously existed. This greatly benefits police officers in conducting various investigations, including homicides, sexual assaults, and other offences. It also provides excellent police intelligence information that can be used to locate "runaway" youth that have been lured into the sex trade, and allows police to develop an effective proactive model that includes education and prevention.

DISC has garnered some impressive results that include the following:

- After studying two high traffic sex trade intersections in Vancouver, a reduction of 35% and 42% in sex trade-related vehicle traffic was achieved.
- Pimps have been identified and charged as a direct result of DISC information.
- Sexually exploited youth recruited into prostitution have been and are being identified through DISC and subsequently connected with support services and reunited with family.
- There is a very low recidivism rate among Johns entered on DISC.

- Strong support from community agencies and neighbourhood organizations.
- Similar positive results have been achieved in all other DISC jurisdictions.
- In a recent homicide outside of Vancouver, the suspect was identified and charged because of a DISC/prostitution entry in Vancouver. Another police agency was able to lay charges and their only lead was the DISC stop in Vancouver.

The more police jurisdictions on the DISC system, the greater the amount of information on the database. This enhances the usefulness of DISC as an investigative and enforcement tool, and provides a means by which to analyze patterns and trends of individuals, or the sex trade as a whole. To provide DISC access to all police jurisdictions will positively alter the dynamics of the investigative and enforcement relationship between police members and sex trade participants.

Since its development, DISC has continued to expand throughout B.C. and is now also used by forty-three police agencies from various jurisdictions including Ontario, Alberta, Saskatchewan and the United States. International interest has recently been expressed by Costa Rica, Brazil, Australia and, informally, from Interpol.

The DISC system is a powerful and effective database that provides police officers with essential information. In turn, this information provides officers with an opportunity to effectively investigate offences and develop innovative strategies that will address sex trade related concerns in conjunction with communities and neighbourhoods. DISC focuses on the worst elements of the sex trade: the pimps, the recruiters of our youth, and the serious criminal offences that occur within the sex trade environment. Perhaps most importantly, DISC provides for increased protection of our youth and of our communities.

BREAK-OUT SESSIONS

All members and staff of police boards or commissions at the conference were assigned to a discussion group based on the size of the police service they govern. Always a popular session, this year for the first time lists of discussion topics were compiled prior to the conference based on a survey of members, and the sessions were led by trained facilitators.



Delegates at work in the small boards break out session

SMALL BOARDS

Rob Jawanda, a consultant with Archway Management in Victoria, B.C, facilitated the group comprised of board members from smaller police services. Jo-Anne Parneta, Port Moody Police Board, volunteered to serve as recorder and reporter. She reported on the following topics:

Public Awareness of Boards: The group agreed that transparency and holding open meetings in public places is key.

Loitering – Two ways of addressing loitering were discussed: taking proactive steps such as installing skateboard parks and other measures designed to move loiterers away; and reactive actions such as having more officers on the beat. Both methods require more money and/or more officers.

Evaluation of Chief – Non-evaluation is a problem, especially for smaller municipalities. Boards could use tools to help them do a better job. Benchmarks are necessary to measure the Chief's performance against, and regular evaluation is critical. A good evaluation process will lead to good succession planning.

MEDIUM BOARDS

The medium break-out group was facilitated by **Mark Lalonde**, Program Director, Law Enforcement and Regulatory Training Programs, Police Academy, Justice Institute of B.C.. Hugh Richards, Lethbridge Regional

Police Commission, served as recorder and reporter. The group discussed the following topics:

Cost of Policing – It was acknowledged that compensation costs keep increasing and that the police associations are very good at sharing information across the country. The public generally support increases for policing, but also want to see positive results for their investment. What can boards do? Info sharing, education, increased awareness and partnerships with municipal departments to reduce costs were suggested.

Evaluation of Chief – The group agreed there are various ways of answering the question “how is the Chief doing”, and it is the board’s responsibility to do so. Competencies and the Chief’s objectives need to be identified at the start so the Board has something to measure performance against. Regular feedback should be provided in addition to an annual review.

How can Boards make themselves better known? – Boards should focus on being positive in presenting themselves to the public, and should ask questions to determine what the public wants. It was suggested that greater public awareness might be achieved through invitations to particular groups, such as youth or seniors. Different ideas need to be tried to determine what works best for each board, as each community is unique.

LARGE BOARDS

The Large Boards group was facilitated by **Wayne Hunter**, retired school principal and former CAPB Director, and a current member of the Saanich Police Board. Wayne also served as reporter for the group. The group discussed the following:

Diversity in Policing – It is important that a police service have policies in place that demonstrate to the public, and the organization, that it is open to and supportive of diversity. Implementation of diversity policies could involve outreach to youth through vehicles such as police-youth camps, articles in community newspapers, police members’ participation in service clubs and church and community activities. Recruitment policies that encourage diversity should also be considered.

Board Communication Strategies – Boards should be proactive in promoting itself and board governance on a regular basis, by explaining what the board’s role is and putting governance issues before the public (as opposed to operational issues). Methods that can be used include

websites, newsletters, community meetings and a communication strategy that fosters a positive relationship with the media. Board policy should clarify who is responsible for representing the board to the media. Board meeting agendas should be publicized and meetings held in venues accessible to the public.

Succession Planning – It was suggested that senior officers such as Inspectors be invited to strategic planning exercises so board members can become familiar with them and observe their interaction. External candidates can be considered. Police services should have a policy on performance evaluations for senior officers. Finite contract terms for Chiefs can assist with succession planning, with five year terms being popular.

LARGEST BOARDS

The Largest Boards group was facilitated by **Mohamed Doma**, Canadian Professional Management Services, Vancouver. David Ruptash, Edmonton Police Commission, and Darren Caul, Calgary Police Commission, shared recorder and reporter duties. The following subjects were discussed:

Controlling Costs of Wages and Benefits – It was noted that compensation comprises 80-90% of police budgets, and the impact when one police service settles affects everyone. The advantages and disadvantages of province-wide bargaining were discussed and while it might address some problems, others recognized one size doesn’t fit all. Municipal councils are reaching a breaking point as they are under increasing financial pressure at the same time that police costs continue to rise - the situation has to come to a head. The way in which police services employ their resources was considered more important than how many resources it has.

Communication Strategies – The Chair of the board should be the official spokesperson, although it was recognized that councillors who serve on the board speak to the media in their capacity as elected officials. Policies and practices have to be in place so everyone knows the rules. There was consensus that boards not only need to do their jobs, but need to be seen to be doing their jobs in the eyes of the public; trust, transparency and access are key. Rather than using media releases in reactive situations only, boards can use them in a proactive way to raise their profile, advertise meeting agendas and convey board decisions to the public. Community consultation processes can help the board in its strategic and business planning.

Board Relationship with Association/Employees – It was recognized that the board's role with respect to associations differs between provinces. The question of how much independence or distance there should be between the two groups was discussed. Delegates agreed it was important to keep the lines of communication open, and that a relationship based on trust is key to good dialogue.

Retention & Succession Planning – Recruitment was seen as a key issue. One suggestion was that a holistic approach to recruitment is needed in which there would be one pool of recruits rather than police services 'robbing' each other's recruits. A need to retain experienced street level supervisors was identified by some delegates. With regard to succession planning, executive training was viewed as critical.



Delegates hard at work on an exercise.

CONCURRENT WORKSHOPS

A series of concurrent workshops was organized to give delegates an opportunity to learn in small-group settings and to share ideas with one another. Four different topics were covered and each workshop was led by people chosen for their expertise in the respective areas. The workshops were offered twice during the conference so delegates could attend more than one. Each session began with a presentation or overview by the workshop leader(s), following which participants discussed or worked on assignments related to the topic. Summaries of the workshops are provided below.

GOVERNING FOR RESULTS: SELF-ASSESSMENT FOR POLICE BOARDS

Presented by:

- **Mel Gill, President, Synergy Associates,
Consultants in Governance and Organizational
Development**

If you don't know where you are and you don't know where you're going, any road will get you there! But how will you know if or when you've arrived or made any progress at all?

Mr. Gill set the stage for discussion with an historical perspective on governance. Prior to 1990, governance was not defined in the literature. Today, there are a number of models - operational, collective, management, traditional, policy, results-based - that boards have adopted to guide their work. Mr. Gill pointed out that organizations exist to advance their own work, yet less than 6% of resources are allocated to governance or those functions that support the work of the board. Furthermore, good measurements of board decisions and how they impact on results are lacking. When boards don't fulfill their governance responsibilities, organizational effectiveness and service delivery are undermined. And when governance fails in public trust, boards fail the citizens they represent.

Mr. Gill offered his own definition of governance as 'the exercise of authority, direction and control of an organization.' Good governance requires a framework that includes a statement of where the organization wants to go (vision), a map of how the organization is going to get there (destination), a plan for securing the money to implement the vision (resources), a strategy for assessing progress and constraints (monitoring), identification of opportunities and liabilities (risk management), and a process for reporting results to the public (accountability).

Once a board has adopted its governance framework, its primary responsibilities are clear. Boards should devote their time to establishing or maintaining a mission, organizational direction, financial and human resources stewardship, performance monitoring and accountability, risk management, community representation and advocacy, and ensuring proper management of critical events.

In a governance-management relationship, it is important to know who is responsible for what. As the employer, it is usually the duty of the board to hire the Chief of Police and review his or her performance. In consultation with the Chief of Police, the board sets policies, goals and priorities for the organization, approves and allocates its budget, and reviews policy and service complaints. The board should provide advice and counsel to management and ask tough questions in holding the Chief Executive Officer to account.

It is management's responsibility to get the organization to its destination. The Chief Executive Officer reports to the board and has a subsidiary role in reporting to Council and the public on operational matters.

Mr. Gill encouraged participants to complete "Quick Check", a Governance Self-Assessment Checklist designed to give a snapshot of board effectiveness. Questions about board credibility, training, participation, compliance and relationships provoked good discussion, as board members considered their experience and the value they bring to the organization. The checklist rating system helps boards assess their culture and decision-making, and identify strengths and areas for improvement. Mr. Gill encouraged boards to compare their results to other organizations, noting that independent observers found a correlation to exist between board self-assessment and organizational effectiveness.

In assessing organizational effectiveness, Mr. Gill also asked participants to consider three questions (ref: Anne Tsui (1984): Is the organization performing the way you would like it to perform? Has it met your expectations? Would you change the manner in which this organization is run?

Having engaged his audience in self-reflection and teamwork, Mr. Gill proceeded to outline the merits of results-based governance. Unlike traditional boards that consist of high-powered individuals engaged in low-level activities, results-based governance Boards are vision driven, enjoy a partnership of equality with the Chief Executive Officer, and have key roles in community representation and accountability. The board sets the direction, monitors performance and audits results. Each board member is expected to exercise his or her duties of due diligence, loyalty and care.

Ultimately, good governance is about positive relationships and common goals. And good governance doesn't happen by chance. It takes a board time to become successful. It takes time and effort to build strong leadership, trust and teamwork, good communication, role clarity, respect for norms, effective board development and meetings, near-consensus decision-making, a safe environment in which to resolve conflicts, and credibility with stakeholders. Ultimately, it's this investment of board energy into quality governance that yields the best results for citizens.

Special thanks to Connie Mahaffy, Executive Director, York Regional Police Services Board, for reporting on this workshop.

FINDINGS OF THE CACP'S INTERNATIONAL BEST PRACTICES RESEARCH PROJECT

Presented by:

- **Norm Taylor, Project Coordinator and Professor, Durham College - Centre for Integrated Justice Studies.**

(Note: This Project was discussed at the 2003 CAPB Conference – refer to 2003 Conference Report for additional background.)

Building on his presentation at the 2003 CAPB Conference, Professor Taylor noted that the project was an experiential deep-learning model for current and succession-ready leaders. The study drew on four levels of learning, namely:

- knowledge and concepts
- practical skills
- affective growth
- system-wide learning.

Mr. Taylor described the Study as an unprecedented global benchmarking of Canada's public safety and security system, and confirmed that there is a need to continue to find ways to meet new challenges.

The eleven members selected to form the Study Group were divided into three teams, and each team was assigned a different topic to be researched. The topics and objectives for each Team were:

Team 1: Transnational Organized Crime - Accountability Systems

- To examine the mandates/systems/structures and strategies used by agencies/organizations in Germany and the United Kingdom toward effectively and efficiently attacking Organized Crime and Terrorism for application of Best Practices.

Team 2: Diversity and Demographics - Emerging Trends

- To examine diversity practices and emerging trends in Australia and New Zealand, identifying best practices that may be adaptable or relevant to Canadian policing.

Team 3: Multi-Jurisdictional Policing - Technology-Based Crime Prevention

- To examine how the governance structures of organizations in the United States, France and Italy effectively and efficiently address multi-jurisdictional issues and use emerging technologies.

Following completion of the research, the three teams met to discuss their findings. (The Project Team's final report, titled "*Global Themes in Criminal Justice*" has been prepared and is available from the CACP.) An outcome of the Study was the identification of five common global themes. Mr. Taylor provided further details on each theme and the recommendations from the Study Teams. In general terms, the themes can be summarized as follows:

1. Recognized Drivers and Clear Mandates

- Virtually all agencies visited by the Study Team had to redefine their focus at some time to address external pressures, and successful agencies were formed because of a specific event or situation.
- The public expects law enforcement agencies to share information.

2. Integration

- This theme flows from Theme 1 and there is no greater challenge than integration of information in the criminal justice system. Examples provided were the Campbell Report, Joint Forces Operations, and linked databases.

3. Outer Border Philosophy

- This theme involves addressing cross-border and multi-jurisdictional situations before they become a problem. Examples include having Liaison Officers from one country assigned to work in another country, and Europe's system of issuing a "Euro Warrant" which can be executed in any country in Europe without the need to work through other agencies.

4. Cultural Competency

- The research found that while Canada has come a long way in this area, more is required. It was noted that in the next 30 years, most of Canada's population growth will be from the diverse community. An example of addressing cultural differences was found in New Zealand where they have institutionalized many traditions of the Maori people.

5. Business & Performance Measures

- While Adequacy Standards are in place for Ontario, other jurisdictions such as New Zealand have excellent measurement systems. It was noted however that agencies must be selective in what services are to be measured.

Following the overview by Professor Taylor, participants in the workshop were asked to discuss among themselves one of the themes in terms of how it applies in the context of their respective Police Service; what examples can be cited regarding current initiatives or activities related to the theme; are there concerns about the progress being achieved in the theme area; and what questions should a Police Board member ask of their local Chief or Commander to further address these challenges at a local level.

The next step in the Study is to seek direction from the CACP for the future, including a proposal for the CACP to partner with the Canadian Police College to develop an "Institute for Strategic International Studies". This proposal may involve a similar research project carried out every two years, or including the program as part of the Police Executive Program.

Special thanks to Dorothy McDonald, Executive Director, Halton Regional Police Services Board, for reporting on this workshop.

VANCOUVER'S SUPERVISED SAFE INJECTION SITE

Presented by:

- **Sergeant Scott Thompson, Vancouver Police Dept.** (*Chris Buchner, Vancouver Coastal Health Authority, assisted Sgt. Thompson in the preparation of the presentation but was unable to be in attendance.*)

Sgt. Thompson, a member of the Downtown Eastside Enforcement Team, advised that in November 2002 the three main civic parties in Vancouver all ran on an election platform supporting the concept of a Supervised Injection Site (SIS), based on a "Four Pillars" concept of: Education, Policing, Harm Reduction and Treatment. This was in response to the community's activism and advocacy resulting from a high number of drug-related deaths. The purpose of establishing a SIS was to reduce overdose deaths, provide health care to addicts before their condition became critical, and to stop the transmission of disease. Immediately after the election a task force was organized, and after funding needs and Health Canada requirements were met, the first North American

Supervised Injection Site was opened in September 2003 as a 3-year health research project.

In joining with the Vancouver Health Authority in applying for a SIS, the Vancouver Police Department made the commitment to the Vancouver Health Authority and Health Canada that, “*if a drug user was not engaged in disorderly, unlawful, threatening and/or violent behaviour on the street, or wanted for an outstanding arrest warrant, it is unlikely they will be prevented or impeded by police from accessing the supervised injection site*”.

Sgt. Thompson stated that the SIS is staffed by nurses from the Vancouver Health Authority. Staff are not allowed to inject clients; clients are only allowed to inject themselves. Clients attending the SIS are buzzed in through a locked door, identify themselves to staff (by their initials), proceed into a holding room and then are buzzed into the injection room. After the individual has injected their drugs, they are asked to stay in a “chill out” room for 15 minutes to ensure their condition is stable. Nurses are on site to provide medical treatment to clients, and a substance abuse counsellor is also available to provide counselling and referrals. Youth under the age of 16 are not allowed access to the SIS, and the Ministry of Health has provided Vancouver Police Department with a document stating that youth aged 16 to 18 may attend the SIS without triggering police to be responsible for the apprehension of that child. In the event of a police emergency or criminal investigation, SIS staff must provide police with immediate access to the site.

Sgt. Thompson went on to say that a dedicated team of 8 police officers is assigned to the Supervised Injection Site. This team is deployed on a day shift/afternoon shift daily during the 18 hours the SIS is open. When intravenous drug users are found using drugs within a four-block radius of the SIS, officers direct the drug user to go to the SIS to avoid future contact with the police. Drug trafficking still remains a high priority for enforcement, and the existence of the SIS has not changed police practices in regard to this type of activity.

Sgt. Thompson advised that in the 11 months since the SIS opened, the following has been noted:

- The area within two blocks of the SIS has few intravenous drug users;
- Police have not observed significant disorder issues or drug trafficking issues;
- The call load from the SIS has not been significant (147 calls);

- Loitering outside the SIS after users have injected has been somewhat problematic;
- Some conflicts have been experienced between police and SIS staff over the role of police and concerns that a police presence discourages users to use the SIS;
- There are over 2,000 people registered with the SIS and approximately 500 users per day attend the site;
- An application has been made for an inhalation room to be added to the SIS, but approval from Health Canada is still pending.

The session concluded with a lively question and answer period. A report detailing the success of the SIS from a public health perspective is some three years away from completion.

Special thanks to Shelley Porteous, Executive Assistant, Peel Police Services Board, for reporting on this workshop.

**ALIGNING ORGANIZATIONAL CAPACITY TO PUBLIC
VALUE: DEVELOPING A STRATEGIC PLAN AND A
PRACTICAL BUSINESS APPLICATION**

Presented by:

- **Keith Taylor, Principal, perivale+taylor**
- **Peter Cople, retired Deputy Chief, Calgary Police Service**

This session began with an overview of the concept of business plans in private and public sector organizations. It focused on the nature of assessing the organizational context and why it is necessary to develop a strong understanding of what the organization is doing, where the organization is going, how it is going to get there, and how to ensure credibility and value to corporate activities.

Mr. Taylor stated police services boards/commissions must develop a process from which to build a practical and supportable business plan. It must be a plan that can be quantified in terms of cost, provide understanding and withstand the scrutiny of funders, the community served, partners, and internal human resources – the people that will make it happen.

Mr. Taylor highlighted the need to align the values of organizations with the needs and values of the public. In

many organizations this alignment requires wholesale change in policies, practices, approaches and attitudes. Mr. Taylor explained planning works to develop a focus for the organization and a strategic direction with corresponding timeframes. It enables decision-makers to think about what can be done in the future and focuses on results. The planning process provides a consistent and unified approach to organizational activities and a method to ensure accountability. It allows each organizational function to have equal influence over the corporate direction, and offers an all-encompassing document for the purpose of communication to stakeholders. The planning process itself provides value.

Mr. Copple examined the process of *environmental scanning*, which is a catalyst used to facilitate insight regarding where the organization is going, or could go. He said the scan provides a high level overview of important and evolving factors that influence our strategic and operating environments. It brings together information needed collectively within the organization to establish and refine strategic direction and planning. It also provides a backdrop for planning and it is a useful framework for thinking about the future. The scan is an ongoing document – it is dynamic, not static. While it captures the ‘big picture’ – the global perspective such as demographics, society, economy, politics and governance, physical environment, science and technology, and organizational specific issues, it also scans the national, regional and local environment.

Other environmental influences that directly or indirectly impact the organization at the regional and local levels include crime rates, employee attrition, housing starts and vacancy rates, legislative reviews and changes. All of these aspects need to be tied to other aspects of the corporate plan to ensure that strategies dovetail. That is, organizational activities and processes need to be aligned and integrated. They cannot operate independently or be disconnected.

Mr. Copple said the next step is to take the information gathered through the environmental scan and place it into a process that will enhance the exchange of ideas and the critical examination of organizational assumptions, alignments, practices and strategies. More importantly, this process should provide an opportunity to identify and explore issues that may have repercussions on the organization both in the short and long term.

Mr. Taylor suggested the identification of *key issues* and how the organization will respond to them should be

undertaken within the context of collaboration between Board members and senior police executives where appropriate. The purpose is to continue the process of positioning and aligning the organization as a leader in its sector, and within the community, by discussing the impact of economic, technological and social trends (global, national and local), and the changing demands and expectations of all stakeholder groups.

Mr. Taylor suggested that this collaboration could begin with a round table discussion that explores the many variables and trends at differing levels, as well as change in demands and expectations of stakeholder groups. The intended outcome is the identification of key external and internal issues that may impact the organization. In essence, knowing this environmental backdrop for the organization enables police services boards to look at strengths, weaknesses, opportunities, and threats.

Delegates broke into groups and discussed within the context of police governance and oversight, the SWOT (Strengths, Weaknesses, Opportunities, and Threats) within their collective police services. In discussing and synthesizing the information provided through this process, key issues were identified and prioritized.

Mr. Copple advised the next step is to incorporate the information gained through the scanning process and the actions generated through key issue identification into the business planning process. He explained that a business plan essentially captures a range of information concerning activities, outputs, outcomes and performance measures. The business plan provides us with the ability to accurately quantify our costs when we address the key issues impacting the organization. Each strategy, action or initiative undertaken to achieve stated goals as well as the performance measurement process has an operational and potentially a capital dollar cost. This sum results in the gross budget for the organization. When well aligned, the overall process of environmental scanning, key issue identification, business plan development and budget formation leads to a credible positioning of the organization when funding is sought.

Mr. Copple said police services boards/commissions must recognize that now, more than ever, there is a need to present a solid business case with respect to the delivery of core business functions within our organizations. Government funders want to be assured that the organization is effective and efficient in its delivery of service. Police services are held significantly more accountable today than ever before.

The last point addressed was the value of a strategic communications action plan. Mr. Taylor said the effective communication of the business plan would garner support externally – from community members, community partners, funders and service recipients. Internally, effective communication reinforces the mission, vision and values of the organization among the most important resource you have – the people who deliver the core services of your organization. Effective communication provides essential feedback required for managing change in a dynamic operating environment.

In summary, Mr. Taylor and Mr. Copple provided a snapshot as to why environmental scanning, key issue identification and business planning are essential processes in an organization's capacity to align their core services with public value expectation. From these concepts and processes, action plans flow that will ultimately lead to the effective delivery of core services.

*Special thanks to **Deb Morton**, Executive Director, Niagara Regional Police Services Board, for reporting on this workshop.*

The CAPB gratefully acknowledges the financial contributions of:

Public Safety & Emergency Preparedness Canada
B.C. Ministry of Public Safety and Solicitor General
Vancouver Police Board
Vancouver Police Department

Delta Police Board
 New Westminster Police Board
 Abbotsford Police Board
 Victoria Police Board
 Oak Bay Police Board
 Central Saanich Police Board
 Saanich Police Board
 West Vancouver Police Board

The CAPB extends very special thanks to Beth Nielsen, former Executive Assistant to the Vancouver Police Board, and the team of volunteers that assisted with the conference (in particular Kylie Monan, Sheilah McDonald & Stacey Perri). Their efforts were integral in making the 15th Annual Meeting and Conference a huge success. Special thanks also go to Irmgard Carter and Spencer Robertson of the Vancouver Police Dept. for documenting the conference with their photographs.



Beth Nielsen receiving flowers of appreciation.



Sgt. John Rennie, Kylie Monan and
 Insp. Rollie Wood, Vancouver Police Department.



Sheilah McDonald, Vancouver Police Dept. and
 Stacey Perri, BC Ministry of Public Safety and Solicitor General.

MEMORIES OF 2004 ...



Winners of the 2004 CAPB Golf Tournament:
Fred Kaustinen (Durham), Dave Petryna (Greater Sudbury),
Ed Keyes (Saint John) and Dave Ruptash (Edmonton).



"Piper Down" Band, comprised of active duty members of
the Abbotsford Police Dept., entertaining at the golf BBQ



The Git Hayetsk Dancers performing at the Museum of Anthropology.



Vancouver Police Pipe Band

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OTTAWA – AUGUST 18-20, 2005
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