

## **RESOLUTIONS**

APPROVED AT THE 2004  
CANADIAN ASSOCIATION OF POLICE BOARDS' ANNUAL MEETING  
FRIDAY, AUGUST 20, 2004

### **RESOLUTION 04-1: ELECTRONIC PROPERTY REPORTING LEGISLATION** *Background attached at Annex A*

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** *Background attached at Annex B*

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**  
*Background attached at Annex C*

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 C-38 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  
*(previously approved as Resolution 03-15)*

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.

RESOLUTION 04-1: ELECTRONIC PROPERTY REPORTING LEGISLATION

**BACKGROUND**

(Submitted by the Vancouver Police Board)

Police jurisdictions in British Columbia, Alberta, Saskatchewan, Manitoba, and Ontario already have in use various software programs that mandate the second-hand and pawn industry to report to the police all their transactions. To varying degrees these transactions are compared against CPIC and local records management systems. The impact that these programs have had on the local property crime has been very positive. Both property recovery and the intelligence as to active property criminals have been greatly increased. Proactive targeting of active criminals has a visible impact to local property crime.

In all these jurisdictions that currently have such electronic reporting systems, more could be done if there was a Provincial Electronic Property Reporting Act. Property crime does not respect electoral boundaries. Communities that have not enacted bylaws to have electronic reporting exasperate the property crime in communities that have by letting criminals operate without this surveillance.

As of May 2004 there are drafts of such legislation in more than one province but none has been proclaimed. The CAPB has a unique opportunity to be pro-active by supporting such legislation across Canada.

The CAPB need not be involved in the naming of operating software, as this is invariably a jurisdictional issue. The CAPB does need to make a positive effort to reduce crime in Canada by supporting legislation that would impact property crime in Canada. The technology to allow police jurisdictions to have electronic surveillance on property that enters the second-hand and pawn industry exists and is affordable throughout Canada. Provinces have been slow to adopt this type of legislation. Knowing that the CAPB supports such legislation may in some way assist them in proclaiming such legislation.

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

**BACKGROUND**

*(Submitted by the Vancouver Police Board)*

**INTRODUCTION**

The Senate Standing Committee on National Security and Defence (hereafter referred to as the Committee) has produced an extensive document on the state of national emergency preparedness based on two-and-a-half years of cross-country travel to listen to testimonials, and review of an extensive questionnaire survey. The thrust of the examination was to determine if current federal government emergency management practices and structures best serve first responders.

From the start, the Committee acknowledged that “developing the capacity to respond swiftly and appropriately to national emergencies is vital to the well being of Canadians. ...The most critical roles in responding to unexpected threats are invariably played by the people at the scene – the first responders” (p. 1). The Committee proposed nineteen (19) recommendations for consideration in response to the question: “how can we help [first responders] react to the very best of their abilities when major crises arise?” (p. 2).

The document makes it very clear that Canada is not ready for a national emergency or disaster situation. The current structure of the Office of Critical Infrastructure Protection and Emergency Preparedness (OC�PEP) is ineffectual, current funding schemes are inadequate and there are financial and political disconnects between the three orders of government and within those orders.

Five of the six chapters hold substantive content based on the survey returns, testimonials and resultant Committee beliefs and recommendations. The sixth chapter reviews the questionnaire survey in depth; the eleven appendices provide background information. Significant statements from these chapters as well as a list of recommendations follow.

**SIGNIFICANT STATEMENTS**

The document is direct; acknowledged shortfalls are countered by positive recommendations. The Committee has made several significant statements, in addition to the recommendations, that provide a comprehensive overview:

**Chapter 1: Threats**

- Facing Up to Reality: “There are only two certainties. The first is that big, bad moments will come to Canada. The second, our investigations showed, is that Canadians are unprepared.” (p. 6)
- Acts of God – and the Devil: “Terrorism has managed to outstrip nuclear war as

the greatest threat to world stability.” (p. 7)

“Health Canada has determined that a terrorist attack employing one of these biological agents would be disastrous...there is a growing possibility that Canada will be targeted. But also because we have become an easy target.” (p. 10)

## **Chapter 2: Federal Government Response**

- OCIPEP: “...making functional changes to OCIPEP’s mandate and methodology will be even more important than rearranging the agency’s position within the machinery of government.” (p. 17)
- Conducting the Orchestra: “Getting funds into the hands of the heavy lifters – our first responders in police, fire, ambulance, hospital and other front line emergency units – will require smooth linkages between all levels of government.... The Committee would like to see evidence that OCIPEP is going to every length possible – through funding, diplomacy, the fostering of public awareness and all other means available to it – to ensure first responders have the resources and support they need to do their jobs. OCIPEP needs to start listening to those first responders to determine what their needs are, and then it needs to do everything in its power to see that those needs are met.” (p. 18-19)
- Counting on the Canadian Forces: “...domestic operations are not a primary responsibility of the armed forces, nor are the armed forces adequately equipped or trained to fill that role.” (p. 20)
- Health Canada: Why “Secret” Caches?: “Such caches [of medical equipment and supplies] may prove to be a wise investment – if first responders can get to them. But many first responders are clearly unaware that the caches even exist.” (p. 23)
- Funding: “However, [the Committee] believes that funding for CBRN equipment purchases should be brought up to the level of funding allocated for CBRN training [(\$59 million over six years versus \$10 million over two years).” (p. 26)
- Coordinating with Anyone But Themselves?: “These [national plans and surveillance] programs, networks, and systems sound impressive. And yet, not once in the Committee’s travels or in the responses to the open-ended questions about emergency preparedness in the Committee’s questionnaire did a municipal official choose to highlight or comment on any of them. This silence speaks volumes, and it leaves the Committee wondering just how effective they really are.” (p. 29)

## **Chapter 3: Problems**

- Relations Between Federal, Provincial and Territorial Governments: “The Committee believes that the best way to serve the citizens is by listening to first responders’ needs and wants to avoid suggestions that there is a hierarchy of greater and lesser governments.... The challenge is to coordinate three orders of government – the federal order that funds (and plans); the provincial / territorial

order that administers (and plans); and the municipal order that actually responds.” (p. 37)

- Neutered OCIPEP: “...there are constitutional impediments that can only be overcome through cooperation. It is imperative that federal, provincial and territorial governments act in common cause, and with common urgency in devising strategies and tactics, and allocating resources and training, to ensure optimal responses to major emergencies...[And] see advice from first responders as to what types of planning, communications, resources and training will work best.” (p. 41)

“There is no alternative to cooperation under the Canadian constitution in areas of shared jurisdiction. But the Committee has found little evidence that the three orders of government are coming together to tackle this critical issue.” (p. 41)

“First responders have a job to do, but they are not being provided adequate resources or direction by governments who bear the responsibility to provide this support.” (p. 41)

- Pressure on Municipalities: The Provincial Blockage: “...if the municipalities are to assume responsibility for preparedness, they must be properly funded. The provinces – as is their prerogative – sometimes get in the way.” (p. 42)
- Disconnects:
  - a) Flow-Through to First Responders: “The Committee was taken aback when it heard, in June 2002, that this initiative [CBRN first responder training] was taking so long to implement.” (p. 44)
  - b) Training Standards: CBRN training standards will be implemented by the end of the six year training funding allotment. (p. 44)
  - c) The Role of the Military: “[The Committee] is convinced that the Militia, in particular, has a significant role to play in the event of an emergency.” (p. 45)

#### **Chapter 4: Making OCIPEP Work**

“[OCIPEP] has yet to come close to fulfilling its mandate.” (p. 49)

- Strategy: “...OCIPEP has failed to move quickly to develop a National Disaster Mitigation Strategy (NDMS).” (p. 49)
- Communications:
  - i) Communications Among Emergency Administrators: “This Committee believes that communication among officials at all levels of the response – from first responders to federal departments – is critical to coordinating to its success. ...The Committee believes that first responders must be able to communicate with one another quickly and effectively.” (p. 50)

- “The Committee believes that the federal government, the provinces and territories should move to link key centres across the country in an emergency communications network that will each allow them to communicate among themselves...[and that] a redundancy must be built into these linkages to ensure the continuity of communications.” (p. 51)
- ii) Communicating with the Public: “The Committee believes OCIPEP needs to educate people on the need to prepare themselves with an information plan that encourages people to buy transistor radios and spare batteries, just as they would buy smoke detectors as part of a home safety plan.” (p. 54)
  - Intelligence Coordination: “The Committee is concerned that Canada’s intelligence gathering and analysis capability, along with other aspects of the national emergency readiness system, may become mish-mash unless it is carefully coordinated...The [Privy Council Office] Security and Intelligence Secretariat, which is the main interdepartmental coordinator for the Canadian intelligence community, should be responsible for the coordination of national intelligence gathering.” (p. 56)
  - A New Focus for OCIPEP: “The Committee is convinced that OCIPEP must become more focused. It should assume leadership in the collection and analysis of disaster and emergency-related information. And it should get on with the development of national preparedness standards.” (p. 57)
- “OCIPEP is making good progress in working with the provinces on the establishment of Heavy Urban Search and Rescue (HUSAR) teams...the Committee was concerned about the lack of transportability for most of the HUSAR teams...In the event of a major emergency, for example a major earthquake that necessitated multiple HUSAR teams be moved to one location, this lack of mobility would cost lives.” (p. 58)
- Information Coordination: “OCIPEP has assessed its response to the terrorist attacks. OCIPEP determined, among other things, that some of its staff members were operationally inexperienced, that its headquarters suffered from inadequate communications capacity.” (p. 58)
  - Audits, Lessons Learned, Best Practices: “For the citizen to be properly protected, we need a better, transparent, picture of the community preparedness situation.” (p. 60)

## **Chapter 5: The Needs of First Responders**

“Improvements suggested to date by federal and provincial governments ‘fall seriously short in recognizing the need for local law enforcement to be made an integral part of the overall anti-terrorism problem’” (Toronto Police Chief Julian Fantino, quoted) (p. 67)

- Listening to First Responders: “Too many emergency-preparedness decisions are being made in isolation – at every rung of the ladder.” (p. 68)

- Getting Intelligence into the Field: “Better links with federal agencies like OCIEP were needed in order to acquire information and focus funding on priority areas.” (p. 70)
- Responding to First Responders: “The regions and municipalities have the best insights as to what they need, and when they come forward with a plan that makes sense within the context of national emergency preparedness, senior levels of government should do what this report is all about: *respond*.” (p. 71)
- Reforming the Joint Emergency Preparedness Program (JEPP): “...a model in which all orders of government contribute equally [for emergency preparedness] is more appropriate. The three orders of government should contribute one-third of the costs related to preparedness.” (p. 73)

### **Chapter 6: Community Emergency Preparedness Questionnaire**

“...it was that horizontal cooperation between communities and regions needs to, and does, happened all the time. ... communities being prepared to help one another [is a key] element of emergency preparedness.” (p.86)

### **RECOMMENDATIONS**

#### Recommendation #1:

**Health Canada develop a national plan to counteract potential outbreaks of the other five micro-organisms [anthrax, plague, botulism, tularaemia, hemorrhagic fevers], and that it report to Parliament and the public by 31 March 2005 that this is completed. (P10) [Note: Health Canada has a plan for smallpox]**

#### Recommendation #2:

**Canada’s Minister for Public Safety and Emergency Preparedness negotiate agreements with the governments of Ontario and Quebec to ensure that the citizens of all provinces in Canada have timely access to additional police to deal with any incident designated by provincial authorities to be an emergency. (P20)**

#### Recommendation #3:

**The Canadian Forces enhance their capabilities for their role in national emergencies by:**

- a. Ensuring that the Regular Forces are equipped and trained to deal with significant emergencies in Canada and that they are involved in regional emergency planning;**
- b. expanding the role of the Militia to be a civil defence force capable of quickly aiding local authorities in the event of a national emergency; and**
- c. involving the Militia in emergency planning and training in conjunction with municipalities across the country. (P21)**

#### Recommendation #4:

**The focus of the Disaster Assistance Response Team (DART) be changed to**

**domestic disaster assistance, and that to increase its effectiveness all of its personnel should be stationed at a single location. (P22)**

Recommendation #5:

**Health Canada overhaul the way it administers and manages the emergency caches it controls, with the aim of more efficiently and effectively aiding first responder agencies to help Canadians across the country. The overhaul should ensure, among other things, that local officials are:**

- a. made aware of the locations of any caches in their vicinity;**
- b. advised how to access the caches in emergencies;**
- c. given a role in determining caches' contents; and**
- d. encouraged to include the caches in their planning and training. (PP24-25)**

Recommendation #6:

**The federal government provide four additional years of funding (\$5 million per year) for the purchase of chemical, biological, radiological and nuclear protection equipment. (P26)**

Recommendation #7:

**The Office of Critical Infrastructure Protection and Emergency Preparedness (OCIPEP) design its "lessons learned" archive so that it is:**

- a. up-to-date and historically deep; and**
- b. accessible and helpful to First Responders (P33)**

Recommendation #8:

**The Committee endorses the recommendations of the National Advisory Committee on SARS and Public Health (the Naylor Committee) and recommends that the government implement them. (P39)**

Recommendation #9:

**The Office of Critical Infrastructure Protection and Emergency Preparedness (OCIPEP) negotiate memoranda of understanding between the federal government and the provinces and territories that detail inter-jurisdictional responsibilities for both emergency preparedness and response. (P40)**

Recommendation #10 (further to 3b):

**The Canadian Forces Militia be equipped and trained for emergency preparedness operations. (P45)**

Recommendation #11:

**The Office of Critical Infrastructure Protection and Emergency Preparedness (OCIPEP) include the Canadian Forces Militia in the national inventory of emergency preparedness resources, and that first responders receive details on the Militia's assets and capabilities. (P45)**

Recommendation #12:

**In order to assure that authorities have the power and the capability to interrupt**

**radio and television broadcasts during emergencies:**

- a. the Office of Critical Infrastructure and Emergency Preparedness (OCIPEP) design standards for the establishment of emergency public warning systems for all provinces and territories;**
- b. the Governor in Council, by order, direct the Canadian Radio-television and Telecommunications Commission (CRTC) to introduce such regulations as necessary to ensure that all public and private broadcasters are required to co-operate in the establishment of provincial / territorial and national public warning systems; and**
- c. a national emergency website with links to provincial and territorial emergency websites be established so that emergency information and instructions can be quickly communicated via the Internet during a national emergency. (P54)**

Recommendation #13:

**The Office of Critical Infrastructure Protection and Emergency Preparedness (OCIPEP) encourage the installation of a system like “Reverse 911®” in all municipalities, funding at least a third of the cost, with remaining costs to be divided between the provinces / territories and municipalities. (P55)**

Recommendation #14:

**The Office of Critical Infrastructure Protection and Emergency Preparedness (OCIPEP) enter into negotiations to equip the entire first responder community with handheld communications devices, with the federal government funding at least a third of the cost, with remaining costs to be divided between the provinces / territories and municipalities. (P55)**

Recommendation #15:

**Each order of government create the capacity to communicate with its first responders, within itself and with other orders of government. All systems should have wireless back-ups. (P55)**

Recommendation #16:

**The Office of Critical Infrastructure Protection and Emergency Preparedness (OCIPEP) develop a greater sensitivity to the differing needs of first responders in communities across Canada. (P59)**

Recommendation #17:

**Relevant legislation be amended so that the Office of Critical Infrastructure Protection and Emergency Preparedness (OCIPEP) is required to:**

- a. conduct evaluations to ensure that all federal departments and agencies are able to continue to operate during a crisis, and that their preparedness plans are appropriate and in effect;**
- b. compile and maintain lists in cooperation with every municipality in Canada of the perceived vulnerabilities, emergency response assets, and shortfalls in assets and capabilities;**

- c. hold meetings with provincial / territorial counterparts to discuss the deficiencies revealed as a result of 17b;
- d. conduct national emergency exercises in cooperation with other orders of government and prepare analyses on the “lessons learned”; and
- e. act as a clearinghouse to assist other orders of government by distributing provincial / territorial and municipal “lessons learned” to other jurisdictions as required. (P61)

Recommendation #18:

**The Committee recommends that:**

- a. the Minister for Public Safety and Emergency Preparedness give direction to the Office of Critical Infrastructure Protection and Emergency Preparedness (OCIPEP) to restructure the system so that local concerns and needs form the core of emergency preparedness planning and structures;
- b. the Minister ensure that new effective data-sharing protocols and mutual assistance agreements between federal, provincial, territorial and municipal governments be implemented;
- c. OCIPEP, in cooperation with municipal emergency response units, provincial and territorial governments, and relevant federal departments, develop a set of “best practices” for potential natural and man-made disasters;
- d. OCIPEP ensure that Canadian communities are fully informed about the availability of training programs and other resources to help them prepare to respond to emergencies;
- e. OCIPEP facilitate and finance a peer review system among emergency managers and first responders to ensure that “best practices” are being implemented and to foster greater interoperability;
- f. The Minister ensure that all agreements to provide funds to provincial and territorial governments disclose what percentage of those funds will be given to first responders in the municipalities; and
- g. OCIPEP be directed to prepare and publish reports:
  - i) a preliminary public report within sixty (60) days of the emergency followed by a formal public report within one year of any national emergency outlining “lessons learned” from the emergency and various responses to it; and
  - ii) annually to Parliament on its activities. This report should emphasize the measures that OCIPEP has taken to upgrade Canada’s capacity to respond to national emergencies and the perceived shortfalls between assets and capabilities of first responders. (PP69-70)

Recommendation #19:

**Commensurate funding be provided to larger communities in return for their agreeing to provide regional assistance. (P73)**

CONCLUSION

The report and recommendations presented by the Committee are significant and have

the possibility of radically reforming the governmental emergency management structure in Canada. Supporting these recommendations and encouraging change is one step toward becoming more prepared.

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

**BACKGROUND**

(Submitted by the Vancouver Police Board)

The document *Securing an Open Society: Canada's National Security Policy (April 2004)* outlines the Federal Government's strategies for enhancing Canada's national security. Six (6) strategic areas are outlined in the policy: intelligence, emergency planning and management, public health, transportation security, border security and international security. Canadian municipal policing agencies are involved in each of these strategic areas, either through direct crisis management or in a consequence management role.

Although the Federal Government has addressed the issue of national security with foresight, it is not taking into account that on-ground, front-line policing occurs by many agencies other than the RCMP. For example, our largest port cities have municipal police forces that take responsibility for port policing. The Federal Government has allocated \$308 million to improving marine security, with funds to be dedicated to the Canadian Forces Marine Command, Transport Canada, the RCMP and the Canadian Coast Guard (pp.37-39). Nowhere in the National Security Policy does it state what funds the municipal police forces will receive.

The Senate Standing Committee on National Security and Defence, in their March 2004 publication, *National Emergencies: Canada's Fragile Front Lines; An Upgrade Strategy*, noted that:

*"Getting funds into the hands of the heavy lifters – our first responders in police, fires, ambulance, hospital and other front line emergency units – will require smooth linkages between all levels of government. ... The Committee would like to see evidence that [the Office of Critical Infrastructure Protection and Emergency Preparedness] is going to every length possible ... to ensure that first responders have the resources and support they need to do their jobs." (pp. 18-19)*

Regarding the relations between Federal, Provincial and Territorial Governments, the report stated:

*"...the best way to serve the citizen is by listening to the first responders' needs and wants.... The challenge is to coordinate three orders of government – the federal order that funds (and plans); the provincial / territorial order that administers (and plans); and the municipal order that actually responds... A short list of "musts":*

- *All orders of government must be seized with the urgency of developing optimal disaster-response systems;*
- *Funding for resources and training must be adequate;*
- *Funding must be allowed to flow through to the local level where the resources and training are needed;*
- *Federal and provincial / territorial governments must co-operate in*

- developing nation-wide contingency plans; and*
- *Federal and provincial / territorial governments must listen to first responders so that the resources and training provided are truly appropriate to their needs. (pp. 37-38)*

## CONCLUSION

First response agencies in Canada play a vital role in protecting national security. Many policing agencies are municipal and do not receive the same federal recognition as does the RCMP, nor the same funding. A mechanism for funding municipal policing agencies conducting the same work, in place of or augmenting the efforts of the RCMP, needs to be recognized and put in place. Appropriate checks and balances are needed to ensure that funds are allocated according to need.

