



# CAPB ANNUAL REPORT 2011- 2012

Canadian Association of Police Boards  
#302 - 157 Gilmour Street, Ottawa, ON K2P 0N8

## Board of Directors

The Canadian Association of Police Boards was federally incorporated in 1990. It is governed by an Executive Committee and Board of Directors, elected by the membership at the Annual General Meeting. The 2011/2012 Board and Executive are:

Carol Allison-Burra	Kingston, ON	President
Derek Mombourquette	Cape Breton, NS	Vice-President
Greg Dionne	Prince Albert, SK	Secretary-Treasurer
Michael Ervin	Calgary, AB	Director
Jonathan Franklin	Saint John, NB	Director
Emil Kolb	Peel, ON	Director
Joan Kotarski	Victoria, BC	Director
Alok Mukherjee	Toronto, ON	Director
Kathryn Nokony	Port Moody, BC	Director
Cathy Palmer	Edmonton, AB	Director
Vera Pezer	Saskatoon, SK	Director
Ron Skye	Kahanawake, QC	Director
David Walker	Bridgewater, NS	Director

The association is administered from the national office at 157 Gilmour Street, Suite 302 in Ottawa, Ontario, with Jennifer Lanzon as Executive Director.

## Composition and Duties of Canadian Police Boards

In all provinces in Canada maintaining one or more municipal police services, governance of the service falls to a civilian body comprised of members of municipal Council, citizens of the municipality appointed by the Province or municipality, or a combination thereof.

While duties of municipal police boards/commissions vary slightly from province to province, most are responsible for: determining adequate personnel levels; budgeting for the needs of the force; monitoring the budget; reviewing the performance of the force; hiring the Chief of Police; labour relations; discipline; and policy development.

## **Mission Statement**

In 2005, the CAPB adopted a new Mission statement to focus and guide its activities.

*The Canadian Association of Police Boards (CAPB) works collaboratively and proactively to improve police governance in Canada and to bring about change that will enhance public safety for all Canadians.*

## **CAPB OBJECTIVES**

Public scrutiny of policing has placed increased demands upon municipal police services, and ultimately their boards/commissions, resulting in a need for constant information exchange and education for members of police governing bodies. In late 1989, a small meeting was held with members of police boards/commissions from throughout Canada - the result was the formation of the Canadian Association of Police Boards, and the adoption of the following statement of objectives:

1. To establish a national body to express the views and positions of municipal governing authorities;
2. To provide a means for the collection and sharing of information and the discussion of matters relating to policing services to render such services more efficient and cost effective, and more responsive to the community;
3. To provide a resource centre for information relating to the governance of policing services, and create a formal network for dissemination of such information;
4. To consider matters of national interest which affect policing services and to formulate policy positions and appropriate responses at the policy-making level, from the perspective of civilian governors, for dissemination to government and the public.

5. To comment on social, economic, cultural and legislative questions, particularly of national concern, which may affect the quality, efficiency and costs of policing services;
6. To promote the quality and uniformity of policing services and to encourage greater co-operation amongst policing services at the Federal, Provincial, and Municipal levels in Canada;
7. To educate the public on matters relating to the governance of policing services;
8. To act as a lobbying group to liaise between Federal, Provincial, and Municipal governmental authorities and the Federal and Provincial Solicitors General;
9. To provide a forum for participation by all civilian governors of municipal policing services and other agencies to promote and encourage greater cooperation to serve the interest of the public, to advance criminal justice, and to promote common policies.

## **Member Services**

In concert with the objectives of the Association, the following services are provided to assist the membership:

- Website ([www.capb.ca](http://www.capb.ca))
  - Annual Meeting & Conference
  - Conference Report
  - CAPB Quorum weekly news clipping service
  - CAPB National newsletter
  - Bulletins (time sensitive emails on crucial issues)
  - Advocacy (united voice to federal and provincial governments)
  - Information Exchange
  - Catalogue of Resource Material
  - Orientation for New Members (this is in the process of being updated)
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## **CAPB COMMITTEES 2012**

### **Conference Committee - David Walker, Chair**

Joan Kotarski  
Vera Pezer  
David Walker  
Derek Mombourquette (ex officio)  
Jennifer Lanzon (ex officio)

### **Governance Committee - Mike Ervin, Chair**

Mike Ervin  
Jonathan Franklin  
Emil Kolb  
Paul McKivett  
Kathryn Nokony  
Derek Mombourquette (ex officio)  
Jennifer Lanzon (ex officio)

### **Policing & Justice Committee - Dr. Alok Mukherjee, Chair**

Carol Allison-Burra  
Alok Mukherjee  
Cathy Palmer  
Micki Ruth  
Ron Skye  
Derek Mombourquette (ex officio)  
Jennifer Lanzon (ex officio)

### **Executive Committee - Carol Allison-Burra, Chair**

Carol Allison-Burra, President  
Derek Mombourquette, Vice-President  
Greg Dionne, Secretary-Treasurer  
Jennifer Lanzon, Executive Director



## **CAPB President's Report**

**Carol Allison- Burra**

**President, Canadian Association of Police Boards**

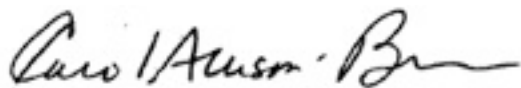
The past year was very busy and challenging for all of us involved in police governance; however, it was also very productive, with your Executive Board engaging in numerous meetings, working groups, and conferences.

- The Executive Board commenced its term with a September retreat to set priorities, integrate resources, and institute a mentoring program for new members.
- The federal government's tight timelines on its aggressive crime legislation agenda necessitated the President and Executive Director undertaking a two-day round of meetings in November, including discussions with Public Safety Canada Assistant Deputy Minister Richard Wex and other senior directors in the Policing, Law Enforcement, and Interoperability Branch.
- In November the President and Executive Director also met with Mary Bartram, a Director at the Mental Health Commission of Canada, to express concerns about the degree of police resources expended on dealing with those suffering from mental illnesses.
- The Policing and Justice Committee devoted much time and effort in reviewing Bill C-10 (the omnibus crime bill) and preparing a brief. Vice-President Derek Mombourquette did an excellent job in presenting to the Senate Standing Committee on Justice and Human Rights the CAPB concerns as to the bill's minimization of incarcerated persons' mental health issues and the overall neglect of prevention initiatives for youth and aboriginals.
- In February, CAPB was invited for the first time to participate in an annual gathering of assistant deputy ministers responsible for policing initiatives from every province and territory. This was an unparalleled opportunity to highlight the important role of those involved in police governance and the crucial need for cooperation at the federal, provincial, and municipal levels.

- During the lobby days on Parliament Hill in March, we scheduled over 25 meetings to discuss the CAPB priorities of the economics of policing, mental health issues, and aboriginal policing. Just prior to our meetings we had an excellent opinion piece published in the *Hill Times* that spoke to the growing criminalization of mental illness and the ever-increasing reliability on front-line officers to be 24/7 mental health care responders. During the 11th annual meeting of the CAPB with the Canadian Association of Chiefs of Police and the Canadian Police Association, Public Safety ADM Richard Wex gave a presentation on the economics of public safety.
- In May, the President presented at both the International Conference for Police and Law Enforcement Executives and the annual conference of the Canadian Association for Civilian Oversight of Law Enforcement.
- Throughout the past year, we have been active participants in the growing debate on several fronts on the economics of public safety at the federal, provincial, and territorial levels. There was repeated acknowledgment of the need to conduct a comprehensive review of police resource allocation.
- We also convened very dynamic Board, Committee, and Executive meetings on a regular basis to keep abreast of current events and to ensure timely input from the national voice of police governance.

The momentum exists for exploring innovative ways to address community safety and law enforcement with a view to a sustainable future; your 2011/12 Board has been dedicated to ensuring the inclusion of the invaluable input to that debate from representatives of civilian oversight of law enforcement.

I would like to take this opportunity to thank all members of the Board of Directors for their activities over the past year in support of the CAPB, as well as to Jennifer Lanzon, our very gifted, knowledgeable, and dedicated Executive Director, who keeps the whole organization afloat.



Carol Allison-Burra  
President  
August 2012



## **CAPB Governance Committee Report – Mike Ervin, Chair**

The mandate of the CAPB Governance Committee is to review and recommend governance policies and guiding procedures that will ensure the effective management and operability of the Canadian Association of Police Boards. This mandate encompasses the ongoing review of CAPB's by-laws, Terms of Reference for board members and committees, the Strategic Planning process and associated committee workplan development process.

As of this report's writing, the Governance Committee consisted of the following members:

Michael Ervin, Chair and CAPB Board member

Kathryn Nokony, CAPB Board member

Jonathan Franklin, CAPB Board member

Emil Kolb, CAPB Board member

In 2011/2012, the Governance Committee has addressed its mandate in several ways:

**Strategic Planning Process:** Our committee developed an improved Strategic Plan format that will help board members to develop a common understanding of the process, and will more effectively arrive at a consensus of our strategic goals and the associated enabling objectives, actions steps, responsibilities, and establishment of measurable outcomes. Our committee developed the revised template that will be used to document and track our Strategic Plan for 2012/2013, and this was approved by the Board earlier this year.

**Committee Workplans:** Our committee developed a Committee Workplan template that is intended to be used in concert with the revised strategic plan format. The CAPB Board approved this template, and has mandated its use by all of the CAPB committees.



**Sharing of / Access to Board Governance Documents:** Our committee promoted the use of existing technology to facilitate the sharing of documents, in order to improve committee and board collaboration on documents under development, and to access other CAPB related documents and resources. Specifically, your board and some committees are adopting the use of DropBox towards these ends; an innovation that has come at no cost to CAPB or its members. The Governance Committee will continue to promote the use of this facility to take further advantage of its features and benefits.

The Governance Committee has been challenged by being under-resourced, and having a limited depth of CAPB "corporate memory" - only one committee member has had more than two years' active involvement in CAPB governance. In addition to attempting to meet our broad mandate, in 2012 our committee was confronted with the requirement to conduct a total revamp of CAPB's by-laws in order to comply with recent regulations pertaining to federally registered not-for-profit organizations. Given our limited resources, our committee proposed, and the board agreed, to form a separate ad hoc committee to address the matter of a re-write of the CAPB by-laws.

Going forward, the delegation of by-law redevelopment to a separate committee is allowing our committee to re-focus its goals. Our intention for 2012/1013 is to develop a framework for a comprehensive "CAPB Policy and Operations Manual" that will bring together several separate existing policy and procedure documents. From that framework, our committee will review existing (or where needed, develop new) policies, procedures, and Terms of Reference for board review and approval.

The above goal will be a significant undertaking and will likely run the course of one to two years to complete (although individual sections will be put before the board for approval as they are completed). I invite any CAPB members with an interest and the time and willingness to participate in CAPB governance policy review and development to contact me directly ([ervin.mjb@gmail.com](mailto:ervin.mjb@gmail.com)), or through our Executive Director, to discuss becoming a member of this committee. We meet by telephone five to six times per year, and you will be part of a collaborative team that will make an important contribution to CAPB's long-term effectiveness.

I would like to thank my fellow committee members for their contributions to the outputs and continuing work of this committee.

Respectfully submitted,

Michael J. Ervin, Chair, CAPB Governance Committee



## **CAPB Conference Committee Report - David Walker, Chair**

### **Mandate:**

The mandate of the CAPB Conference Committee is to work on or oversee the work of the following sub-committees:

1. Annual Conference;
2. Resolutions; and
3. Nominations.

The Committee meets by way of Conference call, bi-monthly and face to face during our Fall Retreat, Spring Advocacy Days & Annual Conference.

### **Membership:**

The Conference Committee for 2011-12 consisted of Chairman David Walker (Bridgewater, Nova Scotia), Joan Kotarski (Vancouver, British Columbia), Vera Pezer (Saskatoon, Saskatchewan), Ivan Court (Saint John, New Brunswick), Derek Mombourquette (CBRM, Nova Scotia) & Jennifer Lanzon (Executive Director CAPB).

### **Work Undertaken:**

The Committee, with leadership from our Executive Director, worked closely with Victoria Police Board and their Host Committee on the development of the program for the 2012 Conference, Policing in Challenging Times. We would like to thank the Victoria Host Committee for their great work in hosting the 2012 CAPB Conference.

The Committee also approved the sites for the next two CAPB Conferences, 2013 (Saskatoon) and 2014 (Halifax Regional Municipality).

A Call for Resolutions was sent out to all members in early spring. Eight Resolutions were received from the members. These Resolutions were discussed by the Committee, some clarifications sought and then were presented to the CAPB Board for their approval. The Resolutions were then sent out to all members asking that they prioritize them. Member response is reflected in the Resolutions presentation to the CAPB AGM.

A Nominations Committee was established in early spring, consisting of two retiring CAPB Board members, Derek Mombourquette (CBRM, Nova Scotia), Vera Pezer (Saskatoon, Saskatchewan) & Pam McConnell (Toronto, Ontario). A Call for Nominations was sent out to all members in May. The Nominating Committee reviewed the nominations and will present their report at the CAPB AGM.

### **Future Work/Goals**

Work begins immediately to begin the planning for the 2013 CAPB Conference in Saskatoon and to develop a relationship with the Host Committee from Saskatoon.

A Call for Proposals will go out in the fall for communities interested in hosting the 2015 CAPB Conference.

Pending the decision of the membership at the AGM, the resolutions will be forwarded to the Federal Government and the CAPB will establish its priorities for their advocacy days on Parliament Hill in the spring of 2013.

### **Invitation to Join**

I would like to thank Committee members for their time and effort this past year. The CAPB is committed to providing opportunities to members to serve on the various CAPB Committees. To that end, the Conference Committee would welcome any member interested in serving on the Committee to speak with the Committee Chairman David Walker or with our Executive Director, Jennifer Lanzon.



### **CAPB Policing And Justice Committee Report - Dr. Alok Mukherjee, Chair**

**Members:** Alok Mukherjee, Director-Toronto (Chair), Carol Allison-Burra, President-Kingston, Jennifer

Lanzon, Executive Director, Derek Momborquette, Vice President-Cape Breton, Cathy Palmer, Director-Edmonton, Micki Ruth, Director-Halifax Board of Police Commissioners, Ron Skye, Director-Kahnawake Peacekeepers

The Policing and Justice Committee works with the President and the Executive Director to:

- monitor and develop positions for CAPB related to legislative change;
- promote issues of importance to CAPB members through ongoing advocacy with key federal decision makers, representatives of all federal political parties and other stakeholders;
- plan and prepare materials for CAPB's annual "Day on the Hill;" and,
- assist with organizing the annual joint meeting of the CAPB, the Canadian Association of Chiefs of Police (CACP) and the Canadian Police Association (CPA).

2011-2012 was a busy year for the Policing and Justice Committee. The year saw passage of two major bills: Bill C-19, to eliminate the national firearms registry and, Bill C-10, the omnibus *Safe Streets and Communities Act*. The year was also marked by an intensification of the debate on economics of policing.

After returning to office following the federal elections, the government promptly re-introduced legislation to eliminate the national firearms registry. We reiterated CAPB's position, which had been put forward previously in a brief during the hearings of the Parliament's Standing Committee on Public Safety and National Security related to the original Bill C-319. In meetings with MPs and officials, CAPB President Allison-Burra explained the reasons underlying CAPB's position. A further brief was submitted when the government introduced amendments to the *Firearms Act* prohibiting the provincial Chief Firearms Officers from ordering gun dealers to maintain certain records.

The main work of the Policing and Justice Committee revolved around the omnibus crime bill, Bill C-10, known as the *Safe Streets and Communities Act*. The committee decided to focus on four specific areas, as they, in its view, were of great significance to communities and to public safety.

These were:

- Youth Justice and Sentencing
- Impact of Bill C-10 on Aboriginal Communities

- Mental Health Strategy
- International Transfer of Canadian Offenders Back to Canada, Criminal Records, and Corrections and Conditional Release

On February 23, 2012, Vice President Mombourquette appeared as a witness before the Senate's Standing Committee on Legal and Constitutional Affairs to present the brief on behalf of CAPB. Vice President Mombourquette summarized the main thrust of our brief as follows:

For the past several years, our members have been very concerned about delivering adequate and effective policing at a cost that their communities can afford and sustain. It is their shared view that an exclusive – or even dominant – focus on enforcement of the criminal law through investigation and prosecution is not helpful in achieving this objective. Prevention and rehabilitation are no less critical.

It is their view, which I respectfully submit to your Committee, that they need the support and partnership of all orders of government to also pay significant attention to programs and strategies that prevent crime, provide those in prison with opportunities to rehabilitate themselves and reduce recidivism.

Our response to Bill C-10 is based on these premises. We believe, and I am sure you know this already, that research has consistently supported the validity of this multi-pronged approach.

CAPB supports the principles underlying Bill C-10 and agrees with the comments made by the Honourable Rob Nicholson during his appearance before the Parliament's Standing Committee on Justice and National Security on October 6, 2011. As the Justice Minister said, the proposed legislation is intended "to protect families, stand up for victims, and hold individuals accountable."

Our organization supports, in particular, the intent behind those parts of the bill that deal with trafficking in, importing and exporting drugs, or possession for the purpose of exporting; all forms of child sexual abuse; and the ability of victims of terrorism to seek redress for loss and damage that occurred as a result of a terrorist act committed anywhere in the world.

With respect to the rest of Bill C-10, we have some concerns that are consistent with the premises I have mentioned earlier.

Mr Chair, as you are well aware, there is over-representation in the prison system of young people who are Aboriginal/First Nations and Black.

The Justice Minister has said that the bill will affect only that 5% of youth which is engaged in serious and violent crimes. This is reassuring, though we note that the percentage has remained pretty constant, which suggests that there is a continuous inflow of youth into the criminal justice system. CAPB is particularly concerned that the legislation will have a disproportionate impact and even more young people from the backgrounds I have mentioned will be incarcerated

CAPB has serious concerns, as well, about the potential for disproportionate impact on people with mental illness and on children who may end up in foster care when their mothers – especially those who are poor and single parents – receive mandatory sentences.

We recognize and respect the Government's commitment to move forward with the legislation virtually as proposed. With great respect, we urge that the enactment of this bill needs to be accompanied by meaningful measures which provide for:

1. Investments in prevention,
2. Full consideration of mental health in sentencing and better treatment of people with mental illness in prison, and
3. Rehabilitation with focus on enhancing the ability of local public safety agencies to prevent repeat offence by people leaving prisons after long periods of incarceration.

We are aware that these measures cannot be implemented by the Federal Government alone or unilaterally. Other orders of government, especially the provincial and territorial governments, have an important role to play.

We would submit to you that the ability of our members to provide for adequate and effective policing services that are also affordable and sustainable has been seriously hampered by the compartmentalization that currently exists in the criminal justice system due to jurisdictional divisions.

Our final recommendation, therefore, is that, in tandem with the passage of Bill C-10, the Government of Canada take the initiative to work in partnership with its provincial and territorial partners as well as other key stakeholders to develop a seamless and comprehensive delivery system that combines strong enforcement and prosecution with meaningful programs for prevention and rehabilitation.

Only then, we say to you with great respect, our streets and communities will be truly safe.

The message delivered by the CAPB was well received by members of the Senate Committee.



This message was given again to members of government and MPs from all parties when CAPB held its annual "Day on the Hill" on March 6-7, 2012.

Once again, this year, CAPB held a very successful 2-day event on the Parliament Hill during which the President and several Directors of the Association met face-to-face in small teams with the Minister of Public Safety, a number of Parliamentary Secretaries and many MPs and Senators from all parties as well as senior government officials to discuss important issues. The brief prepared by the Policing and Justice Committee formed the basis of these meetings.

In these meetings, CAPB representatives had an opportunity to push for the recommendations from the briefs. In the meeting with Minister of Public Safety, Vic Toews, President Allison-Burra and accompanying Directors urged the government to play a leadership role and work with its public safety partners to develop a comprehensive multi-pronged approach to public safety nationally, along the lines recommended by CAPB.

The 2-day event was followed by an equally successful annual joint meeting on March 8 with the Canadian Association of Chiefs of Police (CACP) and the Canadian Police Association (CPA). At this well attended day long meeting, representatives of the three associations exchanged information and views on several topics of common interest, including economics of policing and lawful access legislation.

Economics of policing and a national mental health strategy for police organizations were two subjects on which CAPB has focused most.

While the brief prepared by the Policing and Justice Committee includes an extensive well-researched section on issues related to mental health, the subject of economics of policing was dealt with largely through our work as a member of the National Coalition on Sustainable Policing of which CAPB is a founding member along with CACP, CPA and the Federation of Canadian Municipalities (FCM). Policing and Justice Committee Chair, Alok Mukherjee, Executive Director Jennifer Lanzon and Peel Police Services Board Executive Director, Fred Biro, represented CAPB on this coalition.

CAPB's sustained work on this important issue has contributed to placing the matter on the national agenda, culminating in a national Executive Symposium on Economics of Policing hosted by the Canadian Police College and other partners in Ottawa on June 28-29, 2012.



During the “Day on the Hill,” CAPB also urged Minister Toews to play a leadership role in initiating a national dialogue on this topic. The government is planning such an event early in 2013.

With respect to the need for dealing effectively with issues of mental health encountered by police, in addition to pressing for adoption of CAPB’s recommendations during the “Day on the Hill,” President Allison-Burra and Executive Director Lanzon held discussions with various others, including the Policy Director to the Minister of Justice, Liberal MP Irwin Cottler, Senator Mobina Jaffer as well as representatives of the Mental Health Commission of Canada.

I am satisfied that this has been a very productive year for the Policing and Justice Committee. As Chair of the Committee, I must acknowledge the hard work of all the committee members. The centrepiece of our work was the comprehensive brief prepared for advocacy by CAPB. This brief was truly a team effort, with all members participating in research and writing. I am also thankful to the CAPB Directors who made very effective use of the Committee’s work in their advocacy efforts.

Respectfully submitted by,

Alok Mukherjee  
Chair  
Policing and Justice Committee

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## **Report from By-law Review Sub-Committee**

### **Issues arising from legal opinion on steps necessary for CAPB transition to the *Canada No-for-Profit Corporations Act (CNCA)***

- Our current By-laws will need to be re-written to comply with the new legislation.

- We need to review/change our membership categories, criteria, rights, notification processes, (e.g. honorary members need to be recognized differently under new legislation).
- The nomination process for the Board Directors needs to include a process for nominations from the floor.
- Current quorum rules for our meetings are confusing and need to be re-evaluated and applied more rigorously.
- CNCA requires more clarity on organization hierarchy written into by-laws. We need to ensure that the authority the Board receives from Members is clear.

#### Some lesser and housekeeping matters

- Minor differences in objectives set out in our Letters Patent and our Orientation Handbook need to be reconciled in preparation for transition to new Act.
- We will need to update our Orientation Handbook to match our new By-laws.
- CAPB must be registered under Ontario law (as well as federally).
- “Annual” and “Special” meetings need to be differentiated in the By-laws.
- We may have to hold our annual meeting prior to June 30 each year to conform with the new Act.
- Any changes to CAPB directors during the year will need to be updated when they occur. (Not required under current Act).
- Under the CNCA directors may not longer send “substitutes” to represent them at meetings. This should be clarified in the Orientation Handbook.
- Minutes of Annual and Directors meetings should include an attendance section to ensure a quorum is present.
- On election all Board Directors should be required to sign a “consent” to act as director.

Next steps: once our members have expressed their opinions and given direction on these issues at the August, 2012, annual meeting, the CAPB Letters Patent and By-laws will be redrafted to conform with the new CNCA legislation. The new

documents will then be brought back to the membership for approval at the 2013 Annual Meeting.

Respectfully submitted by,  
Jonathan Franklin

### Budget

	<b>CAPB 2012 BUDGET</b>	
	<b><u>REVENUE</u></b>	<b>BUDGET</b>
	Membership Fees	120,000
	Conference	180,000
	E Learning Project	50,000
	<b>TOTAL REVENUE</b>	<b>\$350,000</b>
	<b><u>EXPENSES</u></b>	
	Administration Salaries	76,000
	Bank/Interest Charges	500
	Projects & Consulting	50,000
	Office Rent	7,000
	Telephone & Communications	6,000
	Printing	5,000
	Postage/Courier	1,500
	Office Supplies and General	3,000
	Conference Expenses	150,000
	Professional Fees (Audit, Legal)	10,000
	Board Expenses	38,000
	Bookkeeping	2,000
	Donations	1,000
	<b>TOTAL EXPENSES</b>	<b>\$350,000</b>
	<b>Excess of Revenue over/under</b>	<b>Nil</b>
	<b>BANK ACCOUNT - BMO</b>	
	<b>GIC'S</b>	<u>50,000.00</u>

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