



**CANADIAN ASSOCIATION
OF POLICE GOVERNANCE**

**ADVOCACY DAYS
April 28 – 30, 2015**

BRIEF – OVERVIEW OF ISSUES

MENTAL HEALTH

CAPG Recommends that the Federal Government:

1. Acknowledge a need for a national, integrated discussion (FPT Ministers of Health & Justice) around a strategy for police response to mental health related calls. Ask that Public Safety gather best practices in handling mental health related calls, assess and share what works in other jurisdictions
2. Develop and implement a national curricula similar to the TEMPO framework for improved training for frontline officers that can be delivered to all police agencies in the country. By implementing a national model and leveraging the Mental Health Commission of Canada to develop the curriculum, in partnership with police representatives, it will be key to a consistent approach to training
3. Recommend a national standard to de-escalation training
 - to take immediate action to ensure common standards across the country related to the use of de-escalation techniques in police response to persons experiencing mental health crisis,
 - to require that all Canadian police agencies provide mandatory de-escalation training to their members,
 - to ensure that police agencies place maximum emphasis on effective verbal de-escalation techniques in all aspects of police training and to develop a common practice OF REPORTING TO THE GOVERNING BODY OF THE POLICE AGENCY use-of-force incidents resulting in bodily harm to persons experiencing mental health crisis.
4. Government should consider a national strategy or policy statement on 're-institutionalization'.

FIRST NATIONS

CAPG Recommends that the Federal Government:

1. Draft legislation to recognize and fund First Nations Policing as an essential service and not a program.
2. Satisfy all the recommendations made by the Auditor General to ensure that First Nations policing services meet the same standards applied to police services in non-aboriginal communities.
3. Focus resources on strengthening community governance of police service providers including funding for training of oversight and governance bodies so they are culturally appropriate, responsive and accountable to the communities

they serve.

4. Ensure there is a fair level of sustainable funding to ensure an effective and efficient level of policing service delivery and that their wages, pensions and benefits are comparable to all police services in Canada.
5. Ensure that there are culturally appropriate resources and training available for the mental well being of First Nations police officers and peacekeepers.
6. Acknowledge that the growing number of missing & murdered aboriginal women is not simply a policing or investigative issue but that it warrants
 - a) further discussion on a national level to look into root causes, systemic issues, education, and prevention measures; and
 - b) collaboration with Provincial governments and police stakeholders to develop a plan of action.

ALIGNING EXISTING MODELS OF POLICING TO CURRENT POLICING NEEDS **CAPG Recommends that the Federal Government:**

1. Continues to take a leadership role, champion change and provide direction and vision at the FPT Ministers level. As the voice of civilian oversight of police, CAPG must also play a key role.
2. Develop performance measures to objectively gauge the delivery of service against the cost.
3. Continue to work with police sector stakeholders to undertake a comprehensive analysis of the economics of policing and public safety.
4. Develop an independent, objective and authoritative economic model of policing in Canada consistent with what policing TODAY involves.
5. Ensure there is adequate funding in place for independent, evidence based research on policing
6. Establish pilot project funding for new models of service delivery for policing in Canada.

IMPACT OF THREATS TO PUBLIC SAFETY **CAPG Recommends that the Federal Government:**

Initiates a meaningful dialogue to evaluate recent events that have required coordination among local, regional and national police services to:

1. Ensure that the costs of responding to events are shared fairly,
2. That protocols for communication and cooperation among services are improved to ensure that gaps and confusion is avoided
3. That local jurisdiction for oversight of local police services is respected.

BACKGROUND

In Canada, there are variations when it comes to the provision of civilian governance of municipal police services and in eight of the ten provinces a police board or commission acts as the civilian body. The Canadian Association of Police Governance (CAPG) is the national association for police boards and commissions from those provinces across Canada. Formed in 1989, our members provide governance and oversight of more than 75% of municipal police in Canada. In their role as civilian oversight bodies, police boards appoint and manage the performance of chiefs and deputy chiefs, set policing objectives, establish policies, and generally represent the public interest.

The effective governance and oversight of policing in Canada is an important means to ensure that Canada's police services are fully accountable, transparent and enjoy public confidence as they tackle important issues of public safety, social stability and international terror. It is one of the foundations of our democracy. Civilian governance of police services seeks to ensure that, on one hand, the police will remain sufficiently independent in their responsibility for operational matters within their jurisdiction, while, on the other hand, being accountable to those communities they are operating within. A police commission or board is a link between the community and the police. Local police boards must be connected to the community to ensure effective democracy.

Members of police boards and commissions are expected to practice one of the highest orders of self-discipline. Society expects them to make critical decisions surrounding the conduct of professional police services; they do not expect them to participate directly in any of the resulting actions. The Canadian Association of Police Governance is proud to stand behind our members and the critical role they play in our communities.

Today there are four issues around policing and police governance that we would like to discuss and we've included information on each in this package. The issues are Mental Health, First Nations Policing, Impacts to Threats to Public Safety and Aligning Existing Models of Policing to Current Policing Needs.

MENTAL HEALTH

Issue

- Police are not appropriately trained in mental health issues nor in how to effectively respond to them and yet they are most often the first and only responders to a person experiencing a mental health crisis. The Honourable Frank Iacobucci noted in his review of the use of lethal force by the Toronto Police Service, “Police are part of the mental health system - they are the front line mental health workers for many of the most dangerous encounters.”

Background

- Several encounters between police and persons with mental health issues have involved weapons and ended tragically with the death of such persons at the hands of the police due to concerns about public or personal safety. Between 2002-2012 five people considered “emotionally disturbed” were fatally shot by the TPS.
- The goal of police response to persons experiencing mental health crisis should be to save lives to the maximum extent possible and use of de-escalation techniques by first responders is widely considered to be a key requirement for achieving this goal. There is currently no obligation or common practice in place for police agencies to train front-line police officers in the use of de-escalation techniques, or on police governance boards to ensure that proper de-escalation training is in place.
- The Mental Health Commission of Canada (MHCC) has developed a framework for a national Mental Health Strategy in response to the mental health crisis facing Canadians. MHCC coordinated the research and report for the TEMPO framework (Training and Education about Mental illness for Police Organizations) for training law enforcement personnel in Canada. There needs to be more done to ensure that all police agencies in Canada benefit from a multi-faceted training curricula that provides the right people in a police department with the most relevant training, dependent on their likely interaction with persons living with mental illness.

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- to take immediate action to ensure common standards across the country related to the use of de-escalation techniques in police response to persons experiencing mental health crisis,
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FIRST NATIONS POLICING

Issues

- Unlike all other policing institutions in Canada, First Nations police services are not all governed by legislation. They are funded as programs through agreements with the federal and provincial governments and can be cancelled at any time.
- The Auditor General reported that policing services on First Nations reserves fail to meet the standards applying to police services in non-aboriginal communities.
- Governance of First Nations police has been identified as a critical issue by members of First Nations, the Auditor General's Report and in Public Safety Canada's review of First Nations Policing in Canada.
- There are high rates of Criminal Code offences, arrest and incarceration in First Nations Communities. Without adequate funding, resources and training, many First Nations Police governance authorities are ill equipped to do their jobs.
- Members of First Nations police services on reserve face unique challenges as the traumatic situations they witness in discharging their duties can sometimes involve their own family members and friends; this can have a deleterious effect on their mental health.
- Aboriginal women in Canada are at a higher risk of being a victim of violence than non-aboriginals. First Nations communities across the country have suffered a tremendous loss of women and girls with close to 1200 murdered and missing since 1980.

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8. Satisfy all the recommendations made by the Auditor General to ensure that

First Nations policing services meet the same standards applied to police services in non-aboriginal communities.

9. Focus resources on strengthening community governance of police service providers including funding for training of oversight and governance bodies so they are culturally appropriate, responsive and accountable to the communities they serve.
10. Ensure there is a fair level of sustainable funding to ensure an effective and efficient level of policing service delivery and that their wages, pensions and benefits are comparable to all police services in Canada.
11. Ensure that there are culturally appropriate resources and training available for the mental well being of First Nations police officers and peacekeepers.
12. Acknowledge that the growing number of missing & murdered aboriginal women is not simply a policing or investigative issue but that it warrants
 - c) further discussion on a national level to look into root causes, systemic issues, education, and prevention measures; and
 - d) collaboration with Provincial governments and police stakeholders to develop a plan of action.

ALIGNING EXISTING MODELS OF POLICING TO CURRENT POLICING NEEDS

Issue

The combined cost of police services in Canada exceeded \$13.5 billion in 2012, and it continues to climb. Canadians assume this cost, which is collected primarily through municipal, provincial, and federal taxes but also through fines and user fees for services such as alarm permits and criminal background checks. With police expenditures averaging \$371 per capita and rising, they are matched by demands that Canadians receive effective and efficient police services for their money. What has increased the most, however, is the urgency of addressing this trend. Existing models of policing must be aligned to adequately and sustainably meet Canada's current policing needs.

The most common model of policing in Canada today is essentially reactive – officers spend most of their time responding to calls for service or investigating crimes, with a proportionally smaller amount of time and resources devoted to proactive crime prevention. While rates of reported crime are declining across Canada, the demand for police services has done the reverse. Dispatched calls for service in Winnipeg have increased by over 24% since 2007, even though reported crime has decreased by 39% over that period.

This trend applies across Canada, as police are called on to play a greater role in responding to incidents that are not necessarily criminal in nature and often result from vulnerable persons struggling to find the assistance and support they need from other public services. For example, the Winnipeg Police Service receives over 6,500 missing persons reports each year. In 2014, 79% of those were youth who run away repeatedly, often from the care of Child and Family Services. The

Vancouver Police Department estimates that at least 21% (possibly as high as 30%) of the incidents its officers respond to involve people with mental illness. A lack of capacity in the mental health system has increased police workloads across Canada, with the situation in Vancouver reaching crisis proportions.

There are other factors driving police workloads. Legislative and judicial decisions create more work for officers as they obtain warrants, prepare reports, and submit evidence. Serious crimes are becoming more complex as they cross-jurisdictional boundaries or involve new technologies or threats to national security.

Existing models of policing are, at present, poorly equipped to address these changes. For years, police services in Canada have responded to increasing workloads by adding resources, especially officers. These investments have coincided with increases to officer compensation that have significantly outpaced inflation. The combined result has been growth in police budgets to an extent that cannot be sustained. Canadians still need professional, reliable police services that improve public safety. To continue to deliver these services to high standards without exceeding governments and Canadians' ability to pay, police services need to redefine their role and their models of service delivery.

Police services must no longer be seen as singlehandedly responsible for public safety. They are, in fact, part of a network that includes the justice system, health system, child welfare agencies, community organizations, and private security. Improved cooperation among these actors can reduce downloading, so fewer police resources are committed to vulnerable individuals who may actually need income support, education, or treatment for mental illness or addictions more than a police intervention.

At the same time, greater efficiencies within police services can increase capacity and/or reduce costs. With officer salaries outpacing inflation, it is essential that sworn officers maximize their time spent on duties suited to their special training and authority. This might be through automating tasks that were previously performed by officers, such as administering criminal background checks and alarm permit renewals. It may also involve using trained and qualified civilians to perform tasks that allow officers to effectively carry out frontline duties, whether by providing administrative support or crime analysis to inform intelligence-led policing initiatives. Finally, some police services are successfully using trained civilians to perform a limited range of frontline tasks where they do not require the authority to carry a firearm or make an arrest. For example, the Winnipeg Police Service employs approximately 60 auxiliary cadets with special constable status who reduce the workload of sworn officers by attending to select calls for service and by guarding crime scenes and mental health patients. Since implementing the cadet program, the WPS has decreased response times to provide traffic direction at intersections with non-functioning traffic lights by 60% and for calls to attend to non-violent intoxicated persons by 61%. Salary costs for first-year cadets are 37% lower than the starting salary for a sworn officer, and the hourly deployment cost for each cadet is 56% lower than for a patrol or beat officer.

Police services across Canada are facing increasing workloads and operating budgets. This trend is not sustainable, and any delay in action has implications for the future costs and quality of policing in Canada. CAPG, as the voice of civilian oversight of police in Canada, must play a key role in any future dialogue on aligning existing policing models to current policing needs.

CAPG Recommends that the Federal Government:

IMPACTS OF THREATS TO PUBLIC SAFETY

Issues:

- In recent years there have been a number of high profile events that have involved coordination between Municipal Police Services, the RCMP, CSIS, and other Security Agencies. These include:
 - the shootings at the War Memorial and Parliament Hill in Ottawa
 - the Justin Bourque RCMP killings in Moncton,
 - the G20 Operations in Toronto, and
 - the Stanley Cup Riots in Vancouver
 - the upcoming Pan-Am games in Toronto
- These events can occur as emergent crises such as the shootings in Ottawa and Moncton, or as planned, designated National events such as the G20 summit or the 2010 Olympics in Ottawa.
- As concern heightens about “lone-wolf” acts of terrorism, as the complexity of international events develops, and as social media becomes a bigger player in these events, the need for effective coordination and clear roles of authority and responsibility is ever important. The public expects that all security forces will be at the ready and perform at their optimum ability when these events occur.
- In reviewing the events above and other incidents involving a threat to security, the CAPG has identified three areas of concern:

1. Responsibility for Costs

(Codiac Region grappling with a \$4million bill after Justin Bourque manhunt)

<http://www.cbc.ca/m/touch/canada/newbrunswick/story/1.2933443>

2. Coordination and Communication during events

(Concerns emerging regarding communication and authority during

Ottawa shootings, Morden Report from G20 Inquiry)

3. Respecting Municipal oversight responsibilities
(Morden Report on the G20)

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