



Canadian Association of Police Governance

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LOBBY / ADVOCACY DAY

May 8, 2017- Ottawa, Ontario

Annie LeBlanc, Director General & Micheline Lavoie, Senior Director, Policing Policy Directorate, Public Safety Canada

Annie LeBlanc began saying that Public Safety Canada sees CAPG as having a leadership role on the Economics of Community Safety file. Public Safety would like to know what CAPG wants to see as priorities. Mention was made on the work completed on the Shared Forward Agenda, the Index of Policing Initiatives/Best Practices and Evidence Based Policing Research. President Stephanson asked about any funding for research on Governance Models.

Ms. LeBlanc identified three key activities in the way forward along with the importance of creating awareness, mobilizing and looking at ways to make change in the system.

- I. Identify what is core policing – understanding what those functions are – core competencies, looking at HUB models
- II. Sharing of Information – privacy issues, what are the limitations and identifying the barriers
- III. Harmonization of Police training – there are 12 key institutions in Canada – is there a better way to train/standardize in a consistent manner. Work of the Police Sector Council is not evergreen although there are still requests made for the materials.

In First Nations communities, justice and community policing are core competencies. How you define core competencies varies and surveys conducted are more along 'calls for service' or the day-to-day activities of police officers – not senior officers. It is difficult to move forward until core policing is defined.

The training modules developed and feedback received from Public Safety was briefly reviewed. CAPG sees the format for modules changing to adapt to a more holistic one that would include video and audio. Storytelling is a traditional method used to teach about cultural beliefs, values, customs, rituals, history, practices, relationships, and ways of life. First Nations storytelling is a foundation for holistic learning, relationship building, and experiential learning. Andrew Graham spoke to the current First Nations experience and how the history of colonialism in shaping justice has evolved from traditions. For the next stage of the project we are recommending field-testing the modules to understand their effectiveness. It would be beneficial to test in two very different First Nations Communities. Another area to further explore is the difference between oversight and governance and how the need for clarity in language. How should the training modules for police governance in First Nations tie into the relationship to the Truth and Reconciliation Commission findings? There was some discussion about the unique cultural and governance needs for First Nations, how indigenization affects the direction of a police service and the expectations of police officers.

In closing, Rob Stephanson asked if there was any funding to support training standards for police board and commissions nationally or for research around police governance. CAPG would like to do a national training pilot project for police governance training with support from Public Safety.

Sue O'Sullivan, Federal Ombudsman for Victims of Crime

Sue O'Sullivan reviewed work they are currently involved in, Canadian Victims Bill of Rights, Status of Women recommendations around the Missing & Murdered Indigenous Women Inquiry and a Feasibility Study they partnered with the Canadian Centre for Justice Statistics (CCJS). The whole criminal justice system is under review and with many issues being judged by the court of public opinion it makes assisting the victims more important than ever.

Unfounded sexual assault claims is a concern with less than 1% of charges are resulting in convictions. There is a private members bill put forward by Rona Ambrose, Bill C-337 is the Judicial Accountability through Sexual Assault Law Training Act, basically it is asking to amend the Judges Act and the Criminal Code (sexual assault) so that judges are properly trained to handle sexual assault cases especially from the perspective of the victim. Sue appeared at Committee on this bill. The work of the Ombudsman is focused around having integrated systems, evidence based data, vulnerable populations, compassion for victims and creating efficiencies. In the work of supporting victims, in New York City they hired 145 victims' advocates and set up an Office for Victims of Crime, USA. This supports victims and looks holistically at how to deal with trauma for both victims and first responders.

Additional areas they are focused on:

- HUBS or Situational Tables and how well they can work in an integrated approach. Why is there not a greater push to set these up everywhere?
- Cannabis & victimization – there are recent studies with recommendations that Sue will share
- PTSD & First Responders – another private members bill is working its way through the House of Commons
- Cybercrime – in the UK & Australia they are more advanced in this area – Sue is a member of the FPT working group on Victims of Crime and an important piece here is restitution and how the victim is part of the process
- Terrorism – In the UK they have a Family Liaison Officer and this is a good model. In Canada are we prepared? What about the impact of trauma and the role of police as a first responding agency to support victims? What about the loved ones of those who have become radicalized – is there support for them? We need to ensure that there are systems in place to fill these needs.
- Police need to be trained to have a victim centred approach – this is what gets you community trust and support.

Office of the Minister of Public Safety: Eloge Butera, Policy Advisor and Liaison to the Parliamentary Secretary, & David Hurl, Director of Policy & Parliamentary Affairs

David Hurl began by talking about cannabis, C-45 and it will pass the constitutionality test. They don't think the legislation will be in place before the Fall but work continues to get everything in place. There will be funding in place for local police services to train DRE's and do the testing. There are a few pilot projects taking place right now and when the final results of the tests are done then they will make a recommendation. The provinces will be responsible for setting up their own distribution and taxation systems. Not sure about HST as they are not looking at this as a cash cow. Treasury Board will roll out the funding.

CAPG asked about putting money aside for education programs for youth and as they stated with the provinces being responsible for roll out it is not clear how much money it will actually generate. They are working on an advertising plan to disseminate information once the Bill receives Royal Assent. Legal cannabis will be federally licensed.

Mr. Hurl discussed the RCMP and the recent announcement of a pay raise retroactive to January 2015. There are several big reports on the RCMP coming out; one is Sheila Fraser's report on harassment law suits and the other on how the RCMP is governed. The RCMP is operating at a lower capacity, not as much as the media has reported but typical is about 5% to take into account maternity leaves, sick leave, etc. Dan Bellegarde asked about Saskatchewan and First Nations and how the CTA's with the RCMP have some issues with acceptance by the FN. The RCMP has changed their recruitment process and they hope that there is less attrition to municipal and provincial police services. The RCMP is currently ranked 5th for salary but with their benefits package their package is better than most. Someone raised the idea of one pay system across the country but the likelihood of that is limited.

The provincial police contracts go to 2032 and the First Nations Policing Program sunsets in 2018. Currently the CTA's are underfunded. Public Safety Canada had an engagement process that went well but there is definitely a need for more Self Administered First Nations Police Services. The Government is looking at getting more First Nations special constables and peacekeepers.

The Government is committed to community based policing but CAPG First Nations members are very concerned about the lack of information on funding and they are requesting A based funding for SA's. In Saskatchewan they have been transitioning for 20 years and need to sit down with the First Nations, Province and Canada. With the funding they know that there is \$5.4 million in the budget but exactly what is targeted for police infrastructure will

come out in the main estimates. Ron Skye pointed out that there has been no increase for the First Nations Policing Program since 2007. Ron asked what the \$5.4 million means for First Nations Policing? Is there any funding for proper training and governance or for evidence-based research on governance models? CAPG mentioned that numerous proposals we've submitted to Public Safety for funding such a study and ED will send Elogé Butera & David Hurl copies of the last few proposals.

Ian McPhail, Chair, RCMP Civilian Review and Complaints Commission (CRCC)

Mr. McPhail spoke of the report that will be coming out from the CRCC. The report, the result of a three-year investigation by the Civilian Review and Complaints Commission (CRCC), began in May 2013, after concerns about abusive policing practices were raised by human rights and civil liberties organizations, including Human Rights Watch and the BC Civil Liberties Association. They wanted to see if there was any foundation and it really depended to a certain extent on who was in command and who was in the detachment. Basically there is a lack of trust in the RCMP in BC. In their consultations they discovered that one of the problems was the model they were using to investigate complaints against the RCMP was ineffective and it took too long. They realized it was also important to look at informal resolutions to some complaints and the CRCC set up an office in Vancouver to handle complaints from the indigenous population. The CRCC is now picking and choosing to investigate complaints themselves rather than sending them to the RCMP. The report uses specific examples that highlight some systemic problems that they would not have found if they had not been on the ground. The CRCC is releasing their report on harassment in the RCMP and he mentioned Sheila Fraser's report that will highlight that they haven't handled complaints very well. Ian talked about oversight of the RCMP and that they are not recommending any specific form of governance but rather organizational governance not service delivery governance.

Ed Mantler, Vice President Programs & Priorities, Sam Breau, Policy Advisor, Mental Health Commission of Canada (MHCC)

Mr. Mantler spoke to the work MHCC is doing around stigma and began by talking about what it is. The rates of Occupational Stress Injury (OSI) in health care and first responders are roughly 500,000 cases per week, so the cost is huge. The PTSD rates for police and military are not much higher than the general public but it is likely due to under-reporting due to a prevalent stigma around admission and also police are naturally more advanced in their resiliency as that would be a competency. MHCC is working towards having a national standard for employers around mental health. Right now they are working with the Quebec division of the RCMP as part of their study and a national case study report is being released. Some of the suggested tools are:

- TEMPO (Terry Coleman & Dorothy Cotton)
- R2MR (Road to Mental Readiness)
- Mental Health First Aid

Mr. Mantler encouraged board members to access the MHCC website and discover these and other tools and resources available.

Bill Blair, Parliamentary Secretary to the Minister of Public Safety

Rob Stephanson, Mary Anne Silverthorn and Ron Skye met with Bill Blair to discuss Bill C-45 and how the roll out of legalization of cannabis will impact police services at the local level.



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JOINT MEETING OF THE CACP/CPA/CAPG

Tuesday, May 9, 2017

Ottawa, Ontario

Mental Health & PTSI

Dr. Nick Carleton, University of Regina, and Scientific Director, Canadian Institute for Public Safety Research and Treatment ([CIPSRT](#))

- The Canadian Institute for Public Safety Research and Treatment (CIPSRT) is funded by federal departments and agencies; has coast-to-coast team of researchers working on long-term initiatives to find tools to find and prevent mental health injuries; research includes all public safety personnel and their families (broad definition, referring to Canada Border Services, CSIS, corrections officers, fire fighters, etc.
- Core team that coordinates research efforts: Public Safety Steering committee; [members & policy](#); administrative team; committee also identified research cluster chairs; "One of the problems is that there is a very large network of people, so we've identified academics who are willing to serve as chairs for various clusters."
- Diverse other academics from across country working on this as well (occupational therapists, epidemiologists, etc.); host of public and private partner stakeholders (Public Safety Canada, Mental Health Commission of Canada, etc.), also a series of community stakeholders (Badge of Life Canada, Behind the Red Serge, etc.); community stakeholders don't have voting rights but we take their input and advocacy seriously
- In 2015, we came up with guidelines to build healthier workplaces, similar to efforts made on this front in the military; it's difficult to coordinate all the various research clusters, so we began team building in 2015
- Public Safety Minister Ralph Goodale got his [mandate letter](#) in 2015 and mandate is still in place (key wording: "Work with provinces and territories and the Minister of Health to develop a coordinated national action plan on post-traumatic stress disorder, which disproportionately affects public safety officers; in 2016 national roundtable in Regina proposed creating CIPSRT
- Main question: How many police officers have PTSD? At the time, somewhere between 7% and 32%; that's too big a range and we can't get resources based on that; for depression 4%-37%; 11%-32% for alcohol; have stats on chronic pain and suicides; there was very little information on suicide but that changed in late 2016 with one study; at the time we couldn't tell them how many might be at risk or what the risks were
- By 2016, we published a [blue paper](#) that summarized the available evidence for peer support treatment; we don't have enough research evidence to suggest any of the summarized programs are evidence-based for any activity they're being used for; there is evidence that they're evidence-informed and are not doing harm—but it's a myth that PTSD can be triggered by other things; the initial study had errors; our blue paper says that the research is there (that they do no harm), but there is no evidence to suggest the claims that these programs actually work
- Conducted a pan-Canadian prevalence survey: Results in an October 2016 committee report for the Public Safety Standing Committee; made 16 recommendations. Highlights:
 - Build and resource Canadian public safety institute hub; need more information on prevalence rates; (already doing these two) federal government received report and currently reviewing it

- Looking at prevention and treatment measures; no evidence right now that prevention measures work; difficult to prove that something *didn't* happen because of something that was or wasn't done; that takes a longitudinal research study (2-7 years); we don't have that research history yet; many programs are very high cost and if we're going to invest, we need evidence that they'll pay off
- In January 2017, we closed the Pan-Canadian survey because we had to cap the research and close the data in order to begin the analysis, which takes time; more than 9,000 participants in the survey (largest singular public safety survey ever done)
- Some results were reported in March 2017 and the Public Safety Steering committee has shared some results with certain people (have to be careful whom they share with); also worked with a statistics team out of Winnipeg
- "If we're going to publish research, we need to have it peer reviewed; if you don't have that, there's a huge series of liabilities there; to have it peer reviewed, you can't make it publicly accessible until after that happens. You need to know, from independent people, that you haven't made mistakes; once the review is done, it'll be published; I expect another couple of weeks before we get the first peer reviews back; I would be stunned if there wasn't significant media attention on this."
- Took a representative sample that includes people in large v. non-large centres, gender, etc.

Research Results

- Working with the steering committee and Public Safety Canada is a slow process; data gaps can slow things down; we fill in data as we go
- There was initially a big focus on PTSD and shifted it from PTSD to occupational stress or mental health injuries; PTSD is significant, but only one of many issues; using "public safety personnel" language rather than officers
- Results out of prevalence survey:
 - General population: PTSD 2.4% prevalence rate; in any random sample of the general population, 2.4% had PTSD of clinical significance; for public safety personnel it's 23%, much higher than in the general population or the military
 - Caveats: Some of this information is from the past 30 days; much of the data is from Statistics Canada; some of our data was based on 30 days' worth, not years'; survey was also self-reported data, which may be inflated; "Our best guess is that it's a wash between those who didn't want to participate and the increased specificity we'd have if we had a researcher."
 - For municipal and provincial police (grouped together), our estimate is that the prevalence rate is about 20%
 - Important for us to discuss that because there are differences in the public sector categories; range goes up to over 30% for other public safety personnel groups, and below 20% for others; fair amount of diversity; difficult to explain at this point; we have hypotheses, e.g., part of the reason that municipal officers may fair better may be that they have better access to resources
 - For anxiety issues, 2.6% general population; 19% for survey sample; social anxiety 15% in total sample (half that in general population); panic disorder rates are similar (lower in general population and higher in these groups)
 - Alcohol use, not so bad; 4% prevalence in general population, 6% in total sample
 - General population prevalence rates for mental health issues is 10%; in the survey, it's 45% and 37%, respectively, for municipal and provincial safety officers
- Data we have so far is under peer review and needs to be kept confidential; also need to coordinate the release of the information; we want the research to be constructive

Bill C-45 Cannabis Legislation & Regulations

Canadian Association of Chiefs of Police (CACFP), Tim Smith (TS), Government Relations and Strategic Communications; Superintendent Paul Johnston (PJ)

- **TS:** Areas of concern since C-45; started off transparent in terms of what federal government was doing; then went to public and a promise during the election; government had a mandate to do this; from CAPC perspective, we need to figure out how to best mitigate any impact
- Gave us opportunity to consult; task force where CAPC submitted comments; draft legislation came out a few weeks ago, and have reviewed that; lot of thought has been put into this to figure out what it'll mean
- We went to our membership as a whole to gain their concerns and narrowed it down to five committees (traffic, drug advisory, human resources, learning, organized crime); each took a look at how it will impact their area
- Six or seven areas of concern: personal cultivation, training, driving, police resources, education, organized crime, medical marijuana health and safety
- Paul Johnston, co-chair of Drug Advisory Committee, will walk us through the areas of impact
- **PJ:** World's not going to come to an end; the big issue is what we do between now and legalization
- Impaired driving is the biggest challenge for public safety; \$5K to train a single officer in spotting impairment; officers are going through the US to get that done; French language is an issue and have to tweak training to address that; field sobriety testing has no training across the board
- Field tests include looking for obvious signs of impairment (e.g., eye line, walk & turn, etc.); we don't have enough tools to address it and have no idea what the final legislation will look like
- We will need to train officers on how to do this; officers need to look for impairment, not just drugs; we're missing the training piece
- We also don't have approved roadside devices; looking at two devices, but neither is perfect; Gatineau Police have used them and they report that the machines are slow (takes anywhere from 2-8 minutes to run a breathalyzer, e.g.); issues on manipulation; cost of the machines is also much higher

Q: Physical markers for impairment became less and less accepted as evidence; is it predictable that the same thing will happen with marijuana?

A: Recommendations on the use of the device; it's taken 40 years for the courts and our officers to provide effective evidence to get convictions on alcohol-related driving charges; we can anticipate that roadside devices will be extensively tested and will continue to have drug recognition experts work on training; anticipating all the same issues and tests already in place for alcohol

- Impacts on policing = personal cultivation; we understand the reasoning behind it (i.e., that it should be considered similar to people growing their own tobacco or making their own beer, etc.) but it will create challenges; in the proposed legislation, one household will be able to grow six plants to a height of 1 metre; in Colorado, 1% of electricity costs are coming from cultivation; can share with neighbour; personal possession is 30 grams
- Our recommendation from the start was to be restrictive and work our way out; the government has listened to a degree; this will be a product similar to alcohol and tobacco
- Current and new medical marijuana rules: you can designate a person to grow your marijuana; now officers will have to rely on medical rules
- Colorado created "Cannabis 101" and trained all state personnel to understand the medical marijuana piece; extensive training and funding will be required
- Further impacts: Front line will also be challenged with THC levels; how much is too much?
- Organized crime: There are ~40,000 medical producers; they are allowed to cultivate under current legislation and have been grandfathered in; from a police perspective, this will be challenging
- Distribution: province hasn't announced how this will be done; can anticipate that BC will look at similar dispensary model that they have now; some argument to link with LCBO
- Accessibility: main cities will have access, but rural areas will be more difficult; FN will also have issues

Q: Minister's office said they could get medical marijuana through Canada Post.

A: That's the only appropriate way for medical marijuana to be distributed.

- No answers on distribution challenges: could be mail order, dispensaries, a government-run location; who's going to download the workload required to check on dispensaries? It won't be the police, we don't have the resources; they'll need to create regulation (e.g., similar to Alcohol and Gaming Commission inspectors)
- Pricing, quality; from consumer perspective as long as those are done right, it should reduce organized crime
- Area that hasn't been included is edibles; gaining popularity in US; problem of dosage within the edibles and problems with children accessing them; opportunities for the black market
- Consumption groups, Cannabis Cup, festivals; we can anticipate cannabis festivals; unintended consequences for youth; vaping has also increased exponentially
- The key is that we'll have to see help with funding, apply quick training program for front line, build team of drug recognition experts
- Youth will be the big problem; the current recommended legal age for marijuana use is not ideal; again, we can see the rationale but numerous studies say that a person's brain is still developing into their mid-20s; saw huge increase in Colorado for high school expulsions; we're in for a ride

Q: How many DREs?

A: Approximately 2,000 for traffic alone and training won't be done by then; no Canadian model for training; too much of a challenge to do in one year; there will be consequences to that. In Colorado, there was a 62% increase in the use of drugs (traffic stops), but not sure if that was already the case and if officers can recognize it.

- There are variances in legislation, black market, etc. Government has to select process that tracks cannabis from seed to sale; Health Canada does licensing, inspections; add in that people are making their own edibles; officers will need to understand the complexities and it could lead to civil litigation
- From a human resource perspective, 23% of public safety officers are dealing with PTSD, 60% for chronic pain; marijuana could be used for those and we're in for some challenges because of that
- Grey area: people expecting legislation to allow them to consume, dispensaries have popped up, and there is some laxness in how those are being dealt with in different areas of the country
- On the provincial side, things could be different in every province in terms of distribution; need parameters as to what they can and cannot do when officer stops a car on the road; but different provinces will have different issues

Missing & Murdered Aboriginal Women & Girls Inquiry (MMIW)

RCMP Assistant Commissioner, Shirley Cuillierier

- A/Commissioner Cuillierier was asked to lead RCMP response to MMIW; five commissioners, named by Ministers Bennet and Wilson-Raybould, are independent of the government; inquiry is arms-length from government
- There has been some confusion at community level; people writing into INAC asking when the inquiry is coming to their community
- Inquiry called on September 2016; mandate ends December 31, 2018; asked by government to provide interim reports in November 2017 and a final report in December 30, 2018; currently, have regional offices (Vancouver, Saskatoon, Ottawa, Montreal, Quebec City) to align with where commissioners are from; communications office in Winnipeg, but that may be changing
- Commission budget \$53.8 M pays for staff, travel, office space, travel for family members to hearings, etc.; not much money and a short time to get report done
- Last week of May (May 30) in Yukon will be a consultation with commissioners; no schedule for other travel yet; commissioners are only going to locations where they've been invited by the community; people are encouraged to sign up on the website

- Three phases: 1) meeting with families 2) institutional hearings (being advised that they'll commence in 2018) 3) expert panel hearings will run concurrently; commissioners will call on experts across the country (academics, elders, national organizations, etc.); no information on where and when these will happen
- What makes this inquiry unique than any other is that all provinces/territories have to sign orders in council to say that they're going to sign up, agree to terms of reference, and participate; long process back and forth with legal experts, provinces, etc. All have signed on.
- Other communications piece: despite having official websites, they're using it as a last resort because it takes so long to translate things; do things more in real time on Twitter and Facebook in English, French, or the language of their choice, so we've been monitoring those to understand the pulse of what people are saying
- In April 2017, commissioners went to Yukon for regional advisory meetings; won't have any more of those; they went up with a game plan for their three days (i.e., wanted to meet with families, government officials, national Indigenous and women's organizations, etc.); families wanted to stay and hear the deliberations because they have a stake in it; commissioners allowed this to happen and after three days saw that their game plan wouldn't work; this hasn't been made public but commissioners will now go straight to meeting with families, and hold fewer (if any) regional meetings
- MMIW website: have to keep monitoring because there are postings put there and you aren't notified; have a very good FAQ page, podcasts, videocasts, etc.
- Legal work behind the scenes: Federal government has applied for standing in all inquiry phases and in all jurisdictions; every province, other than ON, has applied for standing in their province (ON has asked for provincial and federal standing); the commission's legal team outlined the roles and responsibilities of how the commission would interact with other agencies, e.g., the police; provinces and territories had many reservations about that proposed legal path (worried that health, personal information would be compromised); critical piece that hasn't been agreed upon yet
- Will then put into place a protocol, especially from a policing perspective; federal protocol would be big motherhood statements, but would want something more detailed and granular in terms of how we share investigative cases with national inquiry; negotiations are ongoing
- Federal response: The face of the inquiry in terms of who's answering questions in the House of Common (Bennett); Department of Justice is the main interlocutor for the federal government and are also doing all the legal responses back to the inquiry in behalf of the federal government
- From RCMP perspective: Have a small team at HQ and hold bi-weekly video conferences to share information with all major crime and Aboriginal policing units; have representatives from Ontario and Quebec; we are connected and coordinated; in larger provinces there's an advisor to the Attorney General who's been named and who will be interfacing with police team
- We anticipate a "friendly subpoena" from the commission counsel; they'll be looking for police files
- Have asked to have meeting with commission counsel; Department of Justice needs to understand what decisions police make and don't; we bring a physical file into the room to let them see how big a file is and what it looks like; they may not be able to meet their mandate; they may get those cases, but in almost every police jurisdiction, one homicide case is going to take a lot of people and a lot of time
- Speaking with communities, there is a great deal of frustration voiced at national level, by national Indigenous organizations, families themselves; people don't have information and some are already throwing in the towel; that's unfortunate because the five commissioners are competent, and their objectives are clear; it's one of the pieces that's very important for them to rely on (there's a lot of material); it's an opportunity for family members to share their grief and commissioners are being very open on how that can unfold; even families who can't travel, in some cases, the inquiry may be able to visit them; they are trying their very best
- My advice to you is to have a bit of patience; in two weeks, family hearings will start and there will be a momentum that comes with that; most meetings are public (some not at request of family)
- Clear that we are one player that will be probably be subpoenaed in 2018

First Nations Policing Update

Dan Bellegarde (DB), Ron Skye (RS), CAPG

- **RS:** Will speak about the last 7 years and what it's meant; latest conference, Public Safety Canada (Bob Matheson); hoping they'd have news on a community engagement study conducted last year and a plan to move forward; unfortunately, research not compiled, no information, unknown how to move forward
- First Nations policing program has been funded the same since 2007, despite increased demands; more communities asking for self-administered services; \$5M a year incremental funding but that won't even touch the problems in Ontario; real concern over what will happen
- Between 2009-14, many First Nations communities had to close their shops due to lack of funding; difficult to do any kind of planning if you don't even know if you'll have a police force; there's no tax base in FN communities (e.g., no property taxes, so you can raise funds that way); we need more officers, but there's not enough in the pot to pay them; there's been no negotiations on funding and have had to deal with what we're given
- Model doesn't work; the model we use to deliver policing has to be looked at; need a paradigm shift in how we deliver services
- We have a responsibility as First Nations leaders to take control of that; unfortunately, we haven't been afforded the opportunity to have that access at the provincial/territorial levels; we're consulted but not allowed to speak for ourselves at the table
- With Minister Goodale, things seem positive; he's open, understands the situation, where it's been and where we need to go; hopeful that things will change
- From CAPG perspective, it's been a real learning curve for me and I'd like to thank you for that; it's broadened my horizons; CAPG created the First Nations committee; that's a start; certain themes that come up all the time (resources, training, engagement with communities, governance); governance needs to be strengthened; capacity needs to be built; trying to eliminate influence of the political model, political overtones; police have to act as a liaison between community, elected officials, police, and provinces/territories
- In response to what our membership wanted in relation to governance training from CAPG: we approached Public Safety Canada last year to put in a proposal to deal with that and they accepted the proposal; contracted researchers to develop the modules; work is complete and being cleaned up for release soon; hoping more First Nations' governing bodies will join CAPG to reap benefits
- On the cannabis issues: We have double the issues that any other community faces; remote geography; lack of training (in First Nations' policing budgets, there is no extra money for training); then there's the socioeconomic conditions; we've already had issues with alcohol; certain First Nations opted to be "dry" (alcohol-free) communities; my question to Bill Blair was can that be applied to cannabis? No answer to that.
- Some FN communities look at legalizing cannabis as an opportunity, from a medicinal point of view; remote communities charge more for goods, so black market could get in there
- **DB:** Had a one-day meeting on unique challenges of First Nations policing; First Nations laws being developed, but no mechanism in place from development to application through governance system
- Tiered policing: how do we bring old-style policing (more social control) back to our communities, i.e., peace keepers, special constables, community safety officers, etc., so that issue is alive; always a connection to other police outfits
- Engagement: decision-making on public policy affects our lives and community safety, ensures protection for the most vulnerable; we have to be part of that process, but not enough of that is happening across the country (i.e., relationship between First Nations and municipal police needs to be improved)

Unfounded Sexual Assault Cases & Police Training

Deputy Chief Jill Skinner (JS) Ottawa Police Services, Rebecca Kong (RK), Statistics Canada

- **JS:** [Globe & Mail article](#) has raised the issue for us and brought it to forefront; it's not new to us; been working on it for a while; a number of good things are happening but some isn't intuitive for investigators

- From policing and sexual assault perspective, we've looked at the Philadelphia model; challenges to get that underway; particularly in Ontario, tried to put that model into place
- Philadelphia Model = looking at closed files and looking at it with other jurisdictions; complainants are mostly women and may not be able to provide additional information or want proceed with charges, so investigators are under pressure to close the file and, in the past, used the term "unfounded" instead of "unsolved" because they don't know enough about the incident
- Information from a third-party can also push the case; in many cases, the woman at the heart of the case doesn't want to proceed in the criminal justice system (a problem for victims; victim gets attacked); protections in place aren't sufficient
- [CCAP Victims of Crime Committee](#) will be working with other crime committees (Ontario Office of Victims of Crime, etc.); that will give us a researcher to help us look at the best way to do it
- In Ontario, identified six jurisdictions where the Crown can review them; in BC that's the method (has to go to Crown review; in Ontario, it's the police officer who makes the decision to lay a charge); going to try this in Ontario but there are some challenges; a bit of a dance through this pilot; but it is a better way to make decisions
- Other mechanisms: civil law suits have become a thing that women are more involved in; subjects or suspects are now filing their own suits against people; becomes very confrontational; feel like we are defending women in the system
- Many agencies that have looked at the Philadelphia Model; protection of private information is foremost in our minds; Ottawa police and others have worked with privacy commissioner, who has outlined what we have to bear in mind; their office will look at anything we come up with through that lens so we're protected; Ottawa is close to moving forward with the proposal; Kingston is the only other one I'm aware of
- From victims' perspective, criminal justice system isn't a good place; I worked in sexual assaults for nine years and know what they and our investigators face; it's very challenging, no matter the outcome; whatever we can do to help those in the system, great, but we have more responsibility to those who aren't in the system or haven't reported

RK provided an update on unfounded and national statistics and provided a hand-out with some relevant information.

- As you're all aware, article published in early February 2017; journalist had come to Statistics Canada looking for data; we collect, for all police services, incidents of crime; we didn't provide that data to her, even though we had it; around 2006, a review of the data was done and found that there were irregularities; due to data quality issues we stopped publishing the data; data weren't being used much; stopped including in annual reports back in 2004
- Rates of unfounded cases (focused on sexual assault); received many questions and worked with police and community to see what's feasible; note that these are automated extracts, so we continue to receive data; started working with Police Information Statistics Committee, their mandate is to ensure that reliable, meaningful statistics are produced at a national level
- Dedicated a full day to discussing issues of data reporting and coming up with recommendations on meaningful data collection
- Results/recommendations from meeting were presented to CCAP board and they have approved it; information was also sent to all Chiefs of Police in April 2017
- Recommendations: 2017 data on unfounded cases will be released in 2018, along with annual crime statistics; that's the same timetable as Statistics Canada does every year; due to demand, we recommend we release data on all offences with the caveat that there are data issues; also provide data to police services for their review before it's public; also recommended that we would review 2016 unfounded sexual assaults, look at revised numbers; police can continually update their records with us, so we can see if best practices are being put into place
- Definition of unfounded: Didn't recommend too much change, other than it be simplified; "unfounded incident is one that determined through police investigation..."

- Recommended definition of "founded" be changed; shortcomings of current definition and some gaps; also looking outside our borders to see what other countries are doing
- Looked at International Association of Chiefs of Police (ICAP); "founded" incident = criminal violation has occurred, even if suspect(s) is unknown; recommended change to expand third-party reports, incidents without credible evidence; aligns with recommendations from the ICAP and England, Wales, and the U.S.
- Looked at clearance options for police: when there's an incident, they have the option to clear it by charge, or that it remain unsolved; recommended adding more categories to "unsolved" to improve data analysis; i.e., those that included victims who didn't support additional police action; if people don't want to come forward, it impacts crime statistics in solving certain cases; so an additional category would help; provide a reason why it's not solved
- Additional category under "cleared by charge"; had conversations with police services indicating their challenges; one was not being able to tell the full story in cases where charges were recommended but didn't proceed, or where there was confusion where the case should go
- Another recommendation: add "Unsubstantiated"; some use it, some don't
- In terms of "cleared by charge", one of the options in the survey is "victim declines to lay charges"; recommendation that that be changed to "complainant doesn't support further police action", i.e., enough to lay charges, but victim doesn't want to pursue
- Next steps: Communicating potential changes; over the next two months want to consult with experts in the area (academics, victim services, etc.) to validate recommendations; help us develop training materials and ensure we have the right specifications for survey; be ready to deliver training next winter; looking to do workshops on that and develop online training
- We understand that implementation will be gradual; police services tend to adopt things at times that are convenient for them; not changing that requirement
- Also recognize that the changes will impact the data and results; more than likely, we'll see an increased in unfounded incidents, but will have additional categories to explain the status of those
- Encouraged, through communications to police services, to share results with Statistics Canada to understand impact on data and the issues faced in the past
- Addressing issues in terms of implementation from an operations perspective: committee looking at those implications and classifications of individuals, particularly when an incident can't be substantiated; work will be part of training materials coming out. Also looking at regional workshops to make travel less of an issue.

CAPG/CACP/CPA/FNCPA Joint session at CAPG conference - Sunday, July 16, 2017, Sheraton Hotel, Montreal, QC

RS asked for ideas for July conference, including "burning issue" topics for the CAPG closing panel session.

Ideas/Discussion

- **RS:** Last year, the big issue was people's vision for the future and how they saw policing; lot of talk about police culture changing.
- **Cannabis** will affect everyone across the board; how governance deals with chiefs. Should we invite Bill Blair? CAPG has invited Ralph Goodale, but he is not confirmed, but could have an update on what's come to light since current discussions.
- **Public confidence** and **trust** in policing
- **Impacts of future on policing:** drug pieces (fentanyl, cannabis); each of those topics you could go two hours; what I like is that there are different perspectives on each of the issues last year.
- We need to **educate the public** a lot more, the importance of it; could be used as a way to engage people.
 - We have a lot of discussions on partnerships and how to get a cohesive strategy or messaging; we've been working with group developing messages and themes; nationally, we haven't landed on anything yet; mentioned a program involving mothers and police officers; we all have an interest in this; an opportunity to agree on keys themes and mechanisms; we're invested significantly in this at this point; working since last September; made progress on research and development piece; tested a bunch of messages, but not to the place yet where we've landed on three themes that would resonate nationally;

key is that we're all saying the same thing; we have member organizations that have done different things, nuanced, but under the same messaging; they have autonomy to make those small changes; if interested, we could probably do a presentation at the conference

- Problem is that everyone is doing it on their own
- Need high-level messaging that everyone can buy into, including local groups
- Distracted driving is the number one killer, but every agency has a different way of presenting it; missing the connector part
- By way of example, United Church of Canada invested in a church campaign and got the national executive to buy in, then all local churches; it spiked their membership; in terms of policing, we have good buy-in from members, but are struggling with key messages
- Which issues will resonate? We need to keep it to two or three issues; if we pitch as something we're going to work together on, that should create some interest
- RS: The panel last year was the first time we'd done it and we were flying blind. But it looks like people are agreed on: cannabis/drugs / police-community relations / governance issues
- There is sense of us v. them in terms of **governance**; not on the same wavelength; similar with associations, there are competing interests; we have more in common than is obvious from the table discussions; we talk more here, sometimes, than we do in our own boards
- Breaking down the stereotype of the relationship between police and boards; doesn't have to be adversarial; all trying to do the same thing but we have different, but shared, responsibilities.
- RS: Noted that those issues cover a lot of ground and may not be able to get all three into one panel.