

Civilian Governance and Social Responsibility:  
Safety, Community, and Sustainability  
**CONFERENCE REPORT 2008**



*Canadian Association of Police Boards*  
Toronto, Ontario  
August 15–17, 2008



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## Official Opening and Call to Order

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### CONFERENCE MODERATOR

Andrew Graham  
Adjunct Professor, School of Policy Studies  
Queen's University

### OPENING SPEAKERS

Rick Bartolucci  
Minister of Community Safety and Correctional  
Services  
Ontario

William Blair  
Chief of Police  
Toronto Police Service

Greg Dionne  
President  
Canadian Association of Police Boards

Hamlin Grange  
President and Co-founder  
DiversiPro

Pam McConnell  
City Councillor  
On Behalf of Toronto Mayor Miller

Dave MacKenzie, MP  
Parliamentary Secretary to Minister of Justice

Alok Mukherjee  
Chair  
Toronto Police Services Board

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Greg Dionne welcomed the participants on behalf of the Canadian Association of Police Boards (CAPB) and said he looked forward to a great conference. Dave MacKenzie said the federal government fully supports the work of the police force and is committed to enhancing police services by providing officers with the tools they need. Cooperation among the boards is important for keeping Canadians safe, and the Government of Canada appreciates the work that police officers do every day.

Rick Bartolucci said the police board is an integral and equal partner in fostering a safer, stronger Ontario. One example of the successful partnership between the police services boards, the Association of Police Chiefs, and the provincial government is the Reduced Impaired Driving Everywhere (RIDE) program. During this conference, 170 Members of Provincial Parliament would announce increased funding to the RIDE program in their jurisdictions, Bartolucci said.

Speaking on behalf of Mayor Miller and the City Council, Pam McConnell welcomed the participants to Toronto "a city that is really about the people who live here." Toronto is considered

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one of Canada's greenest and most creative cities, with both challenges and opportunities for local government and policing, she said. Although Toronto is a large city, it is composed of small towns and neighbourhoods, where public safety is not just a matter of enforcing the law or reducing crime, but also investing in people. The city hopes to share with conference participants a joint approach to public safety, involving education, social services, government, and policing. The environment and climate change are important and serious issues for Toronto, and it has looked at several initiatives for reducing emissions. McConnell said, "It's all about doing the right thing, and you're here because of your commitment to doing the right thing."

William Blair said the CAPB conference is an important component in maintaining community safety and public trust in policing services in Canada. "I urge you to take full advantage of what we have to offer and give us an opportunity to learn from you," Blair said. "We all do the same job, regardless of our size: we police neighbourhoods and we keep people safe."

Alok Mukherjee said the Toronto Police Services Board hosted the first CAPB conference and was pleased to host it again, as the CAPB completes almost two decades in operation.

Hamlin Grange introduced Andrew Graham, the conference moderator, who has completed various studies on strategic planning, modern police governance, and integrated police management.

Graham called the conference themes of civil governance and social responsibility “very ambitious,” and commended the organizers for

reflecting on them. Twenty years ago, the police services and boards said nothing was working; today, they still have issues and challenges, but major changes have taken place in the way policing works.

“We have some interesting challenges going into the future, but they shouldn’t be seen as full of danger, because they’re also full of possibilities,” Graham said.

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## Opening Plenary: “CIVILIAN POLICE GOVERNANCE: Facing a Changing Urban Landscape”

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### MODERATOR

Andrew Graham  
Adjunct Professor, School of Policy Studies  
Queen’s University

### SPEAKER

Glen Murray  
Former Mayor of Winnipeg  
CEO & President, Canadian Urban Institute

Andrew Graham introduced Glen Murray, who said a friend of his, Richard Florida, describes the economy’s shift away from manufacturing towards innovation, design, culture, arts, and science. In this new economy, Murray said, communities play a very important role in attracting and maintaining a talented workforce. Communities that celebrate the diversity of humanity—especially in Canada, where half the citizens in major cities are foreign born—will thrive best.

Murray said when he was younger, he always thought of the police and fire services as the “good guys” in uniform. But as a gay teenager, his view of the police changed—in those days, he said, the police were notorious for raiding bars and beating up members of the gay community. Murray said

police officers victimized members of the gay community as often as they helped them.

When he was on City Council, many of Murray’s colleagues still believed the police were the “good guys”; he said he was amazed at the number of gays and lesbians who applied to the police force and were never hired. “Having said that, I am not a police basher,” he said. Being a police officer is the highest level of citizenship, because of the risks involved. “Although most of us aren’t asked to put our lives in danger, we still have the obligation to express our citizenship by doing things to contribute to a higher quality of life.”

Today, mass consumerism is rampant, and society has “some of the most selfish notions of human character,” Murray said. “While we lose our sense of citizenship to become consumers, we hand over the responsibility of keeping our neighbourhoods safe to the police.”

Many think the gross domestic product (GDP) is an important indicator of a healthy community and country. However, crime, violence, and disasters actually lead to greater spending, Murray said. For example, Manitoba’s biggest economic boom happened during the year of the Red River flood.

If Canada is to rise to the challenge of a shifting economy, communities must be made safe long before people settle into them. Safety is essential for attracting people, and people are what make a community or city generate revenue. He said the fastest-growing cities have features not found anywhere else; they have distinct, authentic value.

Not being able to walk to places within a community is also an obstacle and creates health and environmental problems. “If you are using a litre of gas to get a litre of milk, you have a problem,” Murray said.

Part of the challenge is that traditional policing has been highly responsive, rather than focusing on preventing criminal activity. Murray said older police officers have also indicated to him that they had to be disconnected from and neutral regarding their communities, because they believed any close relationships would prevent them from intervening effectively.

Three steps lead to crime reduction: diagnosing the problems; fostering closer relationships to facilitate crime reduction; and self-defence. Murray said when he was a city councillor in Winnipeg, a young police officer’s new approach created a great deal of controversy.

The officer brought in other players in the community, such as the zoning supervisor and health authorities, and told citizens the police would help them crime-proof their neighbourhood. The young officer started asking people about their neighbourhoods and learned that neighbourhood safety is closely linked to perception and appearances. Issues like broken windows, criminals controlling public spaces, and disorderly behaviour are all signals that nobody cares about an area.

Out of this officer’s efforts arose housing, community, and sports initiatives, Murray said. Crime rates dropped and housing values went up, restoring wealth in the community. In this situation, rather than being a response, policing became a foundation.

Murray said many First Nations people moved to Winnipeg because their communities lacked a viable economy, and the mass migration of people changed the complexion of that city. Kids were involved in running drugs because it paid well and, as they came from failed communities, that kind of membership and status created “a powerful economy,” Murray said. Policing alone could not solve this problem, because housing and other aspects of the community played such an integral role.

Murray said he remembers hearing on the radio that two women in a Métis community were murdered after calling the police five times. “We have background racism in our society and we systematically treat people differently based on who they are,” he said. “We really have to start confronting how we treat each other.”

The City of Winnipeg made an agreement with the province to build apartments with five or six bedrooms to accommodate large families, and also created culture-based community centres. People are attached to places, Murray said. “We have to start looking at policing as a way to make places safer.”

Murray said issues related to an aging population must also be addressed. “We have to think about what our legacy is,” he said. “How do we create active, healthy, safe communities? How do we, the generation that has received the greatest inheritance, leave something even greater behind?”

### **Discussion**

A participant said the federal government has given his city funding to improve the community, but the funding is only for a few years, while it takes close to 10 years to make any significant changes. He asked Murray how to ensure that communities that are not priority neighbourhoods do not feel left out. Murray said neighbourhoods exist that do not have any crime, and “the idea is not to treat all areas the same.”

Another participant asked how the police could engage people in the process of making communities safer. Murray said too many highly educated professionals spend their time and energy writing reports instead of being innovative.

A participant asked what roles other people in the community can play to support the police, and whether the justice system is responding adequately to problems in the community. Management has started to treat officers as a collective, which makes sense in some ways, Murray said, but he could not imagine how some of those officers are dealing with the stress of their jobs.

The justice system is used as the dumping ground for all society's problems. Children are criminalized at an incredible rate. "We keep putting people further into the law by not providing support or counselling."

Murray said he is a foster parent of a child with Fetal Alcohol Syndrome, and has started a group for caretakers of chemically dependent children. These children need help with their chemical dependency, he said, and the abusers of these children must be charged.

## ***Plenary 2:*** **Greening Your Police Service**

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### **MODERATOR**

Andrew Graham  
Adjunct Professor, School of Policy Studies  
Queen's University

### **SPEAKERS**

Carol Allison-Burra  
Chair  
Kingston Police Services Board

Angelo Cristofaro  
Director of Finance and Administration  
Toronto Police Service

Berry Vrbancovic  
Vice-President  
Federation of Canadian Municipalities, Sustainable Cities

Berry Vrbancovic told the participants their work is extremely valuable and important. "I would like to thank you for the important role you play in the oversight of police forces in our communities," he said.

Environment and sustainability are now high priorities for Canada, Vrbancovic said, with issues like global warming and air quality a scientific

reality. The Government of Canada has endowed \$50 million for a Green Municipal Fund (GMF), which grants funding and enables capacity building.

Vrbancovic said the Federation of Canadian Municipalities (FCM) is creating a broader capacity-building program, consisting of tools and resources, training and workshops, and material on the FCM website. FCM distributes \$90 million in grants and loans each year. The funds are available for developing sustainable community plans, conducting feasibility studies and field tests, and creating loans and grants to implement capital projects. "But we recognize that we cannot make a dent in sustainability issues with this funding alone," Vrbancovic said.

Vrbancovic gave examples of some of the projects the GMF has assisted, such as the energy-saving ambulance and fire station in Hinton, Alberta. The station is made of low-maintenance materials, with high insulation values, he said, and has a high-efficiency furnace and hot water system. As a result, the station has seen a 30% increase in energy efficiency. This reduction in consumption

translates to a \$6,800 savings in annual energy costs.

GMF funding for capital projects can cover up to 80% of total eligible costs, Vrbancovic said. GMF makes annual calls for applications in areas such as brownfields, energy, transportation, waste, and water, and judges the applications as to whether they meet specific eligibility criteria.

Vrbancovic discussed the construction of two new fire halls in the city of Richmond, B.C. The fire halls have shading and daylighting features, green spaces, green roofs, a solar hot water system, and geothermal heating and cooling. The expected results are a 60% reduction in energy demand, he said. "This could mean a 39-tonne reduction in carbon dioxide equivalents for one firehall."

The new EMS headquarters and fleet centre for the Regional Municipality of Waterloo, Ontario, have been certified to a Leadership in Energy and Environmental Design (LEED) gold standard and feature photovoltaics, water conservation and stormwater management, and reduced construction waste.

The centre expects an energy savings of 50% to 60%. Other features include waterless urinals and "nature-scaping" of the grounds, which required no chemicals. Many businesses in the Waterloo region have now begun to focus on bringing their buildings up to LEED standards.

Vrbancovic described the Millwoods Police Centre in Edmonton, Alberta. The centre has a well-insulated envelope, high-efficiency gas-fired boilers, extensive natural light, and energy-efficient lights and windows throughout the building. It was the first police station in North America to achieve a LEED gold rating. Millwoods is "a truly impressive project," Vrbancovic said.

Vrbancovic directed participants to the FCM website, at [www.sustainablecommunities.fcm.ca](http://www.sustainablecommunities.fcm.ca), and said FCM looks forward to working with the CAPB on this and other initiatives.

Angelo Cristofaro outlined his responsibilities to place the greening of the police force in context, and described the Toronto Police Service's (TPS) resources. The TPS has more than 7,500 permanent staff and an operating budget of over \$800 million. Its capital budget averages \$30 million per year. It has 45 facilities, over 6,000 technology items, and a fleet of 1,600 vehicles, Cristofaro said.

In considering the greening of the TPS, Cristofaro described a "triple bottom line": social, economic, and environmental. The TPS adopted a Board Environmental Policy in 2007, which is consistent with the City of Toronto Green Guide and Green Development Standard.

Previous initiatives in green facility management for the TPS included upgrading roof insulation, upgrading and/or replacing HVAC systems, and installing new windows and doors. Old light ballasts were replaced with high-efficiency electronic units. This retrofitting began in the late 1990s. Cristofaro said the retrofits have improved the facilities from an environmental perspective, as well as from a working perspective for the staff, while improving utility costs.

Recently, the TPS Board adopted a standard stipulating that all new facilities be LEED Silver certified. The new training facility, currently under construction, complies with this requirement, and the new buildings for 11 and 14 Divisions will be designed to this standard. Features will include geothermal heating and cooling, a reflective/green roof, and indirect lighting. In addition, other service facilities built in the last five years have incorporated environmental initiatives that could qualify for LEED certification.

In the construction of the new training facility, said Cristofaro, 70% of the waste was diverted from landfill, and many of the building materials were taken from recycled sources. Energy consumption will be reduced by 30%, and potable water consumption by 40%. The training facility will share part of its space with the Department of National Defence.



Cristofaro addressed future environmental initiatives for the TPS. One major area for improvement is TPS's fleet of vehicles. "We will be right-sizing and downsizing from eight cylinder cars to six cylinder, from six to four," he said. Boats will be converted from two- to four-stroke engines. The TPS will also introduce more bicycles; currently it has 247. In the last five to seven years, the number of uniformed staff has increased by more than 500, but the TPS has not increased the number of vehicles.

Currently, the TPS is testing an industry cross-section of vehicles for possible use, including hybrids, Smart cars, and smaller vehicles, to determine cost-benefit ratios and operation suitability. Eight hybrid vehicles are being tested as possible unmarked vehicles, he said.

Other future fleet initiatives will likely include strategies to reduce fuel consumption, such as an idling policy. The use of motorcycles will be reduced. These changes are not solely environmentally based, Cristofaro said. "Every one-cent increase in the price of gas hits our budget for \$70,000."

Cristofaro outlined some further ways in which the TPS is hoping to improve its environmental sustainability, such as purchasing thin film transistor computer monitors, which would result in an energy savings of 50%. The TPS has also adopted a double-sided photocopying policy, resulting in five million fewer photocopies and \$50,000 in savings.

Initiatives such as these require an initial dollar investment, which is "sometimes substantial." But the investment is necessary to obtain the eventual cost savings, as well as the social and environmental benefits, Cristofaro said. The Board and the Service are committed to continuing the implementation of environmental initiatives to better the environment and members' working conditions, and to reduce costs.

Carol Allison-Burra spoke on the greening of police facilities, focusing on a hometown example: the new Kingston Police Headquarters.

This building is the first in Kingston to have a LEED Gold designation. "When we first decided we needed such a building, in the mid-1990s, no one had ever heard of LEED." This had an impact on the planning process, Allison-Burra added.

Excavation commenced on July 11, 2005, and the Kingston Police Service took occupation in October 2007, staying on target with funding. While many police facilities used to focus only on security, Allison-Burra said, "Ours is also an expression in brick and mortar of ways in which we can reduce environmental impacts and wisely use such resources as land, water, energy, and raw materials."

In May 2004, the city council required retrofits for municipal buildings, a process Allison-Burra described as more difficult than constructing a new building.

The LEED standards set targets for energy consumption, rather than suggesting specific strategies or technology with which to achieve those targets. The higher the LEED standard, the longer the payback period. The new headquarters were designed to meet 42 LEED credit categories, which placed them in a position to achieve the Gold designation.

The new facility has seen a 39% reduction in electricity consumption, and a 67% reduction in natural gas use. The interior office benefits from the light of a central atrium, where green plants are growing, "giving the sense of a people-friendly environment," Allison-Burra said.

The inclusion of a rainwater cistern for toilets, ultra-low-flow faucets, and car washing has helped the facility to be more water efficient. Drought-resistant grass and 64 newly planted trees surround the building, as well as six mature trees that were saved during the construction process. Of the construction waste, 93% was diverted from landfill, and preference was given to materials with recycled content. The site provides access for public transit, as well as bicycle storage, showers, and change rooms.



Linking back to the initial presentation in the plenary session, Allison-Burra said the facility was partially funded through an \$8.3 million loan from the GMF towards capital costs. “We have made a point of making the environmental sustainability aspect part of our tour for schoolchildren, so they get an environmental message.”

### **Discussion**

One participant asked Allison-Burra whether a change in the working culture had occurred with the move to the new facility in Kingston. Allison-Burra said workers were very happy with the new facility, but the downside of resolving the former overcrowding problem has been less opportunity for employees from different areas to encounter each other and communicate casually.

Another participant said, “In a community-friendly building, you cut down on sick time. You can’t

### ***Luncheon Address:* The Honourable Stockwell Day, Minister of Public Safety**

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Thank you all for allowing things to start a little bit later. I just attended the funeral of Chief Robert Leek, the firefighter who lost his life in the incredible fires and explosions that took place here in Toronto just last weekend. It was a horrendous event and we are thankful it did not result in more loss of life. Today we are grieving with fellow firefighters and the family of Chief Leek, who has paid the ultimate price to serve in the line of duty.

Ladies and gentlemen, the Canadian Association of Police Boards is an important organization – but I do not have to tell you that. You do not wear the badge or a uniform, but you support policing and you are concerned with how police officers do their work and what they do to further the goal of safer communities. It is our belief that the first responsibility of any government is the safety and security of its citizens. You play a vital role in

measure the human component. Employees who are happy with their workplace are more productive. At the end of the day, we save millions of dollars, have healthier people, and have a safer community because of it.”

A participant asked Cristofaro about fuel costs. “We are looking at alternate fuel sources,” Cristofaro said. The TPS is trying to get a purchasing co-operative to include alternate fuel sources, and has also tried ethanol-based fuels in some of its fleet. Propane and natural gas were tested years ago, but posed numerous issues regarding maintenance and repairs.

Graham concluded the plenary, saying, “We want to build something more than we did in the past. A good definition of sustainability has been reflected here: we don’t just want to throw any building up; we want to put the right building up.”

achieving that mandate and I appreciate that very much. The work you do helps to shine important light on this very critical area of safety and security.

Today I would like to talk about some of the things we have done, as the Government, in the two and a half years since we were elected. I will go through the areas where we have increased our resources and highlight the legislative and regulatory initiatives we have taken.

We have increased resources to our policing and security agencies and we are trying to reduce any impediments to the work they do.

But I want to preface that by saying that we firmly believe in a democratic society where every individual has rights – I do not think anybody would debate that here. That means offenders have rights. Those who break the law have rights. And part of the job of Government in a democratic society is to defend their rights.

There has been a sense among many that there has not been enough focus on the rights of victims and law-abiding citizens. I do not think this is a

surprise to you as many of you in this room have provided advice on this issue. There has been a perceptible shift in focus to paying more attention to the rights of the law-abiding people, which thankfully make up the vast majority of our society in this beautiful country. You can see this shift in focus played out in what we have done on the resourcing side and on the legislative and regulatory side.

On the resource side, you are aware that one of the first things that we did was make a commitment to fund the hiring of more RCMP officers across the country. This is in addition to the projected hiring and recruiting that had been laid out to that point. We believe that there needs to be an increased presence of police officers in our communities. Therefore, in our first budget we committed \$161 million to begin that initiative. We also invested \$37 million to renovate and expand the RCMP training facility in Regina, the Depot. If any of you have the opportunity to visit the facility, you will see some very significant and exciting changes that have taken place.

We also wanted to make sure that there are resources in place for an increased police presence in municipalities. That is why, in the last budget, we set aside \$400 million for the establishment of a Police Officers Recruitment Fund. This fund is per capita based, and is available to provinces and territories to distribute to their municipalities as they see fit. Ontario has already acted on that program. We have worked with various Ministers from our provinces and territories. Each province can draw from the fund as required to meet its particular needs. It can draw the whole amount in the first year or it can spread it out over several years. That initiative is working very well, and all provinces and territories have signed on.

We have increased resources not just in the area of recruitment and hiring, but in virtually every area of federal policing for which we are responsible. Whether it is our DNA banks, our efforts related to identity theft, cyber crime and child exploitation, combating drug crimes, or our Integrated Border

Enforcement Teams – which are comprised of RCMP officers working together with officers from the United States –, the focus has been on greater resources. It is encouraging to see our increased funding result in enhanced activity and capabilities in these crucial areas.

Along with this financing that we are providing, we have taken a number of other initiatives to help ensure that safety and security can move ahead. That is why we have made some legislative changes.

We made some significant gains in various areas. We wanted to make sure that police officers have the ability to detect and deal with impaired driving involving drugs rather than just alcohol. And on the alcohol impairment side, we have significantly raised the penalties for driving while under the influence.

We have also passed the *Tackling Violent Crime Act*, which comprises many crucial aspects designed to help keep Canadians safe. It will enable us to ensure that dangerous repeat offenders will not receive shorter jail sentences. The Act also dictates mandatory jail time for crimes committed with firearms. Furthermore, for serious repeat and violent offenders who are seeking bail, the onus will now be on them to show why they should be free pending their court time.

We also had police agencies telling us that if we could get the age of consent raised to 16, they could really make some headway in fighting the exploitation of young people by predators on the internet. We took that into consideration and were successful in raising the age of consent from minors to adults from 14 to 16.

We are therefore very pleased to have passed the *Tackling Violent Crime Act*. There were a number of you who were instrumental in advocating for these types of changes. I appreciate that, and I want to thank you for your support.

This fall we plan to make various advancements in the areas of justice reform, safety and security. You have probably heard the comments this week from my colleague, the Minister of Justice, Rob Nicholson, on the work he is doing through the summer. He has gone to consultations across the country to plan for changes that will help us deal with youth crime. There is a sense among Canadians that in too many instances young people are not being held accountable for their actions, particularly in terms of property crime and aggravated assault. We want to make some changes and address that.

I hope you are picking up a theme here – what we are talking about is an increased sense of accountability and responsibility in all areas related to safety and security and criminal justice.

We have to strike a careful balance in dealing with youth crime. There have to be consequences for actions, we understand that. But resources must also be available to reach out to individuals – especially youth at risk of making wrong choices, getting involved in gang activity, gun activity, and drug activity. Therefore, we are taking a two-pronged approach.

Evidently, we believe in enforcement – the long arm of the law. But the other side of that has to be the open arms of the community. That is why we have programs through the National Crime Prevention Centre and under our National Anti-Drug Strategy that deal with treatment and prevention. These programs are operated in communities by local groups with the proven ability to be able to reach out to individuals, especially young people at risk, in a manner that has a visible impact.

We don't develop these programs in Ottawa and then try to sell them across the country saying "one size fits all", because it simply doesn't. It has been very exciting and encouraging for me to travel from community to community, city to city and look at the programs that have been developed at the local level. I have been pleased to see local groups who have demonstrated their ability to

make a difference in their own neighbourhoods. We provide funding for these types of groups and then do the follow-up and the audits. By funding a considerable array of these groups we are able to look at a matrix of the outreach programs and start to quantify which programs have the best rates of success. We build on that knowledge and I believe we will continue to see very effective community-based groups that are getting federal funding, hopefully in addition to provincial and municipal funding. We want to do what we can to make sure that prevention is a key aspect of our efforts to deal with youth at risk.

That is on the open arms of the community side, and in the fall you'll also see more items move ahead on the enforcement side.

The other aspect that we are looking at relates to reform within our corrections system. I know that many of you are familiar with the work of the Independent Corrections Review Panel and its report which came out in December. It contained several recommendations, and it all comes back to responsibility, accountability, prevention and offering the hope of opportunities to those who are within our corrections facilities.

Many Canadians were unaware that individuals in our federal corrections facilities were exempt from no-smoking laws which apply to all departments in the federal government. That seemed to be a bit of an aberration. We now have an official no-smoking policy in our federal facilities. We were concerned quite rightly about people working, let's say in restaurant establishments or entertainment establishments, being exposed to second-hand smoke but there did not seem to be concern for our corrections officers. Well, that had to change and we have made those changes.

We now also have a zero-tolerance policy for drugs in our federal facilities. Some people may be surprised to hear that and ask "wasn't there always?" The answer is both yes and no. When we formed government we actually found a number of limitations in place that make it difficult to enforce what most Canadians would view as a common

sense policy. I was always saddened to hear about somebody entering the corrections system with a history of substance abuse, and us not doing everything we could to make sure that this individual would be able to break free from the grip of drug addiction. Well, it is beginning to happen. There will have to be some regulatory changes so that we can enforce that and we are proceeding to move ahead with that. In the fall you are going to see some of these changes coming forward related to our corrections system.

Keeping in mind the theme of responsibility, one of the significant recommendations in the report was that parole should be earned. It must not be given haphazardly without consideration of the offender's state of mind. And the worst case is that a violent offender can automatically be out after serving two-thirds of their time except for some very rare circumstances. So we are looking at the implications of changing that. How would that affect the infrastructure of our corrections facilities?

We want to have a society that is safe and secure. We want to protect our citizens. We also want an offender within the system to have access to occupational programs, such as an apprenticeship program leading to journeyman status, under parole or otherwise, so that they have a fighting chance of acquiring skills they can use. But the overriding factor is going to be the safety and security of our citizens.

We think that rehabilitation and security can coexist, but safety has to be paramount. There is a perceptible shift and we are not just declaring it – we are going to look at ways to make the resources available for that to happen.

That is what guided an announcement I made here on Monday regarding a pilot project that we are launching to use electronic monitoring of federal offenders. That particular program puts the safety and security of the public first. We are selecting for a one year pilot project, 30 individuals who will wear the electronic bracelet.

This project makes sense. For instance, somebody who has been released on parole and has a record of a sexual offence, may have as a condition of their release the requirement to remain a certain distance from schools or playgrounds. Now that can be monitored precisely with a global positioning system on the ankle bracelet. If an offender is late getting back to his or her place of dwelling, sometimes that can be an honest mistake. They may have missed the last bus home from work and were five or 10 minutes late. But, as you know, in situations when somebody is missing or has breached a condition of their parole, police officers must be called in. Having police officers go out and try to track somebody down not knowing where they might be can be a dangerous process. The electronic monitoring device has the potential of helping to solve that type of problem. We are going to evaluate that over the year ahead. Some people have argued that offenders can just cut the device off and throw it away. That is not the case – as soon as the device is tampered with, a signal is automatically sent so the situation can be attended to.

We believe that all of these initiatives added together – increased resources, funding for programs at the community level, regulatory and legislative change – will have a profound and a positive effect, especially on the areas where we are seeing crime increase. As you know, crime is not increasing across the board, but there has been an increase in areas that are most concerning. These are the areas where I believe we can see some progress being made.

That should give you a sense of what we are doing and where we are going. You have provided input and given us advice over the last couple of years which I greatly appreciate. Together we will make a difference, for I believe that we are committed to the same objective: a safer and more secure Canada.

### ***Plenary 3:*** **The Upside of Down—Complex Forces at Work in Our World**

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#### **MODERATOR**

Andrew Graham  
Adjunct Professor, School of Policy Studies  
Queen's University

#### **SPEAKER**

Dr. Thomas Homer-Dixon  
Professor, Centre for Environment and Business  
Faculty of Environment, University of Waterloo

Andrew Graham said police boards are showing “a capacity for responsiveness and innovation,” especially regarding environmental issues. “Today we are going to continue to pursue big ideas. One of the aspects of governance is to take the big ideas, make them real, and change them into action.” Graham introduced the morning’s speaker, Dr. Thomas Homer-Dixon.

Dr. Homer-Dixon said his understanding of police boards is they often become involved “in the minutiae of police government.” During the course of this plenary, he said he would expand on some of the macro forces shaping Canadian society and the world. These forces will have a great impact on human responsibilities, operations, and procedures, “in ways we cannot predict,” he said. The changes to come can be characterized as “non-linear.” Dr. Homer-Dixon described impending “sharp shifts in technologies and resource availability” that would force quick responses, in crisis mode.

“My largest premise,” Dr. Homer-Dixon said, “is that the global security challenges of this century are going to be material based.” The tensions underlying these challenges are those that exist in the relationship between humans and the natural world. “For many decades, from the middle of the twentieth century onwards, we developed the sense that we were removed from the natural

world,” he said. Society believed it did not have to worry about resource scarcities, because it would always find substitutes, and climate change did not matter because people were wealthy enough to respond.

“What we’ve learned, and what we are going to learn, is that human beings are intimately connected to the natural world in ways that affect our deepest well-being.” Dr. Homer-Dixon said the key to navigating humankind’s relationship with the natural world in the coming years will be exercising prudence. “It underlines everything I talk about now,” he said.

In the coming years, Dr. Homer-Dixon said it will be crucial to plan for a range of contingencies that will be “impossible to predict.” He said the natural world is going to be recognized as such a significant force that “this century is not going to be remembered as the age of nanotech or biotech, but the age of nature.”

The challenge in the current situation is based on the balance between a society’s stresses and its capacity to cope. Systems that experience a great deal of stress and have little coping capacity are at risk of breaking down.

Dr. Homer-Dixon mentioned the “great revolutions,” such as those in France, Russia, and most recently, in Iran in 1979. “These societies were under multiple stresses simultaneously,” he said. Their institutions and their coping capacities were overloaded. Societies under these conditions are more likely to break down and undergo civil disorder.

Dr. Homer-Dixon said one of his main models in examining global forces involves identifying the multiple stresses on a society, and analyzing their interaction. Specifically, he looks at how stresses can be connected in a way that multiplies their impact, so that together they are more powerful.

Part of the challenge facing the globe today is the increase in specialization in institutions. The more specialized society becomes, the more it burrows into institutions, and no one talks about the

interaction of stresses across institutional boundaries.

Dr. Homer-Dixon identified five stresses facing the world, which he termed “tectonic stresses”: population growth; environmental damage; energy scarcity; climate change; and economic inequality. For this plenary session, he said, he would focus on three of these stresses.

### ***Population growth***

In poorer countries around the world, disproportionate bulges in youth populations will destabilize countries, resulting in mass migration from poor to rich countries, said Dr. Homer-Dixon. Countries where the bulk of the population is below 29 years old are more likely to be violent, unstable, and suffer from political and ethnic radicalization and social breakdown.

The world’s population has quadrupled in the last century. This is the most dramatic rise in population up to now, and is due to “the enormous increase in cheap energy, in the form of oil.” This, in turn, led to increased food production, which sustained the population growth.

“We are going to see large-scale migrations of poorer people away from rural areas and subsistence farming livelihoods,” Dr. Homer-Dixon said. The migrations will lead people to cities, which are “often hotbeds for political instability.” Although Canada is buffered from some of this instability, as it is surrounded by water and bordered by a large country to the south, this country will be affected by such a migration.

### ***Climate change***

Changes in the climate, such as the melting of ice sheets, are occurring far faster than scientists once expected, and Dr. Homer-Dixon said this gain in speed can be attributed to an overlapping of dynamic processes. Great advances have been made in climate study over the last three years. “All of the data are pointing to the possibility that we are going to see more rapid climate change,

with heavier consequences for humankind, than we believed even five years ago. It is a matter of great urgency.”

Dr. Homer-Dixon said the last 50 years have seen the greatest increase in global temperatures since the last Ice Age. “Scientists say that since the 1960s, the carbon dioxide released by humans is the major driver of climate change,” he said. As a result, “we may be losing the majority of sea ice in the northern part of the planet. This isn’t about polar bears or whether we can get freighters through the Northwest Passage. This is about weather patterns over the whole northern part of the planet.”

He described the process of polar ice melting as dynamic, not static, saying it can advance far more rapidly than once predicted. Once governments become aware of the seriousness of climate problems, he said, rapid and aggressive policy changes will be needed, such as the institution of a carbon tax.

### ***Energy issues***

Using data from the Exxon Mobil Corporation, Dr. Homer-Dixon showed global oil discovery has already peaked and declined, but the world’s use of oil has continued to soar. While oil sources discovered as far back as the 1940s are still used, the global oil reserves will ultimately not be able to withstand humanity’s demands. This phenomenon is reflected in current oil prices, which are increasing due to demand and a decline in supply. Oil represents about 40% of the world’s energy, and 90% of transportation energy.

Dr. Homer-Dixon said one result of the decline in the demand for oil is a very rapid world-wide shift to coal as an energy source. As a result, “we are going diametrically in the opposite direction of where we need to go” to stop climate change. “We don’t need to reduce our carbon emissions,” Dr. Homer-Dixon said. “We actually need to go to zero.”

He said the stresses he outlined will “inhibit food production, undermine economies, deepen intergroup cleavages, provoke mass migrations, and weaken states.” These changes, in turn, will boost the grievances that motivate violence, and create opportunities for people to engage in violence. The conflicts will almost entirely be within nations, in the form of clashes between ethnic groups, “to the point of ethnic cleansing and genocide, terrorism, and riots for food and energy.”

Dr. Homer-Dixon addressed converging stresses and the Canadian social order. The consequences for Canadian society will include:

- Larger flows of distressed migrants and refugees arriving with fewer skills
- A continuing resource boom, because Canada is rich in resources
- Widening income gaps
- Rising regional vulnerability to fuel shocks, with the possibility of a very rapid rise in oil prices and sudden unavailability of oil
- More frequent extreme climate events, hitting vulnerable groups hardest
- Deep changes in city design, infrastructure, and procedures

“This will affect just about every aspect of our police service across the country,” Dr. Homer-Dixon said. It will affect civil order and levels of violence and also functional implications “that go way beyond whether you have solar panels on your roofs and ethanol in your gasoline.”

### Discussion

One participant said he found Dr. Homer-Dixon’s message “depressing.” The participant asked about the effects on urban centres in richer countries like Canada, especially in terms of authoritarian governance.

Dr. Homer-Dixon responded, “I have significant reason not to want to believe this, because I have two little children at home. I travel around the world, and everyone agrees that they want a better future for their kids. The answer is the same around the world: parents want their kids to be safe, reach their potential, and flourish.” While his message is “depressing,” Dr. Homer-Dixon said, he had tried to give “an accurate prognosis, a plan, and a realistic idea of the future.”

He described two ways police forces could approach these future challenges: the authoritarian approach—the use of power—or the collaborative approach, building links and communication with communities. “That takes a long time,” he said. If mass migration from a particularly unstable region occurs, “you don’t want to wait until they arrive and then say ‘Who do we speak to here?’.” It is important to develop trust and reciprocity, to build up social capital across community divides ahead of time. “Otherwise communities will retreat into themselves,” he said.

Graham asked how to build redundancy into policing to effectively solve the coming problems.

Dr. Homer-Dixon said resilience is needed, in institutions, people, households, and economies. Authorities need to develop plans for potential emergencies, such as a fuel crisis, but also to communicate these plans to the public and open them up for discussion. This kind of planning will be versatile enough to use in the case of other types of emergency.

Graham concluded the session and thanked Dr. Homer-Dixon. “We’ve had the benefit this morning of having one of Canada’s thought leaders speak to us,” he said. He encouraged those in attendance to read Dr. Homer-Dixon’s new book, *The Upside of Down*.



## **ANNUAL GENERAL MEETING**

### **Outgoing President's Remarks**

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Ian Wilms  
President (outgoing)  
Canadian Association of Police Boards

After the Annual General Meeting, outgoing president Ian Wilms addressed the participants.

Mr. Wilms acknowledged Jennifer Lanzon, CAPB Executive Director, for her work in putting together an outstanding conference and keeping the association on track with monthly meetings of the Board and consultation on a regular basis with the Canadian Association of Chiefs of Police and Canadian Police Association, Police Sector Council & Canadian Police College.

The annual conferences are the “meat and potatoes” from a training standpoint, Wilms said. The association’s website has become a central communication vehicle for members to find out what is happening around the country. Wilms urged the association to continue using the site, and to keep it updated.

The Board of Directors met once again with the Minister of Justice and Minister of Public Safety in March to go over strategic priorities including the resolutions approved by the membership in 2007. At this time meetings were also set up with the opposition critics from the Liberal and New Democratic Parties. The information gathered from those meetings and the responses received from provincial ministers was circulated to the membership in the spring newsletter.

Funding continues to be an obstacle for CAPB and the Board is looking a different ways to establish a fully staffed office.

He said the Board of Directors really stepped up this year, travelling to and speaking at various conferences. The directors should continue to take concerns of the members to the national body as an ongoing process throughout the year.

Wilms thanked Chris Clement of the Victoria Police Board for moving quickly through the resolutions portion of the general meeting. He said making use of working groups and committees seemed to work well, and provides a good basis for succession planning.

Connecting with the federal government did not progress as well as the association would have liked, “but that is the reality of a minority government situation.” The association repeatedly asked for a meeting with the prime minister, but never got one, Wilms said. “We are the citizens representing the police, so we should be the ones they want to hear from.” We did continue our excellent working relationship with the Minister of Public Safety and senior bureaucrats within the department.

Wilms said the association must keep lobbying the government to set up civilian oversight boards for RCMP contract police as well as other groups that do not have a civil governance body.

CAPB needs to continue taking the complaints process seriously to gain credibility with the public, as well as continually audit high-risk areas of policing and the police chiefs, because citizens expect no less.

Wilms said he would shift his focus to the area of cyber-crime, specifically working to crack down on child exploitation. The RCMP’s National Child Exploitation Coordination Centre in Ottawa employs 30 officers who are working hard, but are overwhelmed by the magnitude of the problem, Wilms said. Currently, 60,000 users in Canada are using child exploitation material.

“Officers could work at this 24/7 and not make a dent, because there is so much out there. You wonder how we can let this continue,” Wilms said. “We need to make this our focus. Our children demand this of us, and we need to make sure our officers get the tools they need.”

The CAPB is going in the right direction with a great team and great membership, which will help take it up to the next level, Wilms said.

## **Report of Nominating Committee:**

The Nominating Committee for 2008 was made up of the following volunteers: Ian Wilms, out-going President of CAPB; Dave Petryna, Member Sudbury Police Services Board and past member of CAPB Board; Ed Keyes, past President of CAPB. After several meetings and careful review of the applicants, the following slate was put forward for approval by the membership at the Annual General Meeting.

## **CAPB Board of Directors approved for 2008-2009 term:**

Jim MacLeod	Nova Scotia
David Walker	Nova Scotia
Ivan Court	New Brunswick
Carol Allison-Burra	Ontario
Emil Kolb	Ontario
Alok Mukherjee	Ontario
Greg Dionne	Saskatchewan
Tiffany Paulsen	Saskatchewan
Robert Dunster	Alberta
Mike Shaikh	Alberta
Carol Ann Hart	British Columbia
Chris Clement	British Columbia
Wellington Staats	First Nations

### **EXECUTIVE**

The CAPB Executive approved by the membership for the 2008/2009 term are:

Greg Dionne  
**President**



Ivan Court  
**Vice-President**



Alok Mukherjee  
**Secretary-Treasurer**



## **Resolutions:**

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The following Resolutions were approved by the membership and have been forwarded to Provincial and Federal Ministers for response:

### **RESOLUTION 08 – 1 CRIMES OF VIOLENCE INVOLVING KNIVES**

WHEREAS, according to Statistics Canada, in a comparison of violent crimes in which a firearm or a knife or other piercing/cutting instrument was used, in 2004 firearms were used in 32 percent of such crimes while 68 percent of these crimes involved a knife or other piercing instrument, and these rates remained constant in 2005 (31 percent and 69 percent, respectively);

WHEREAS section 85 of the *Criminal Code* creates an offence of using a firearm while committing or attempting to commit specified

underlying offences, and prescribes minimum sentences for certain crimes involving firearms, e.g., section 272.1 of the *Criminal Code* (sexual assault with a weapon), but there are no minimum sentence requirements for the same crimes when a knife or other piercing object is used as the weapon;

WHEREAS the *Ontario Domestic Violence Death Review Committee Annual Report to the Chief Coroner 2006* revealed that, similar to findings imparted in previous reports, the most common cause of death for victims was from injuries inflicted by knives and other sharp objects (33 percent);

WHEREAS crimes of violence involving knives should not be viewed as less worthy of concern in the Canadian justice system;

WHEREAS the Canadian Association of Police Boards adopted Resolution 97-12 asking the Federal Government to enact legislation to provide minimum mandatory penalties for the use of a knife during the commission of an indictable offence;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the Minister of Justice and Attorney General of Canada and the Minister of Public Safety Canada to initiate legislative changes and government initiatives recognizing the seriousness of crimes of violence involving knives.

**RESOLUTION 08 – 2 CANADIAN  
MILITARY RESERVISTS – LEAVE OF  
ABSENCE**

WHEREAS recent changes to the Ontario Employment Standards Act, 2000, S.O. 2000, c.41, under Part XIV, sections 50.2 and 51, now provide for job protected leaves of absences for military reservists serving on certain domestic operations and international deployments;

WHEREAS a similar legislative regime may exist in other jurisdictions across Canada;

WHEREAS there are considerable risks for disabling injuries or illnesses while deployed on Canadian Forces operations, some of which may not emerge for several weeks, months or even years after completion of military operations;

WHEREAS there are potential future liabilities that the Board will be required to bear in the unfortunate event that a member of police service becomes injured or ill as a result of their military deployment after their return to work with the police service;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the Federal Government to provide extended health care benefit coverage to members of police services serving as reservists and assume responsibility for any costs that may be associated with military deployment operations.

**RESOLUTION 08 – 3 REPEAT  
OFFENDERS**

WHEREAS it is recognized that violent and/or serious crime has a substantial adverse effect on Canadian Society, and;

WHEREAS police services have identified that a small number of recidivist offenders are responsible for a large percentage of crime while they are out on judicial interim release, and;

WHEREAS it is recognized that many of these offenders are drug addicted and commit a significant number of crimes to support their addiction while out on judicial interim release and lack the proper supervision or support, and;

WHEREAS courts often release them back into the community where they re-offend, and are arrested again, over and over undermining public trust and confidence in the criminal justice system.

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards, in the interest of community safety, urge the Federal government to review and implement legislative reforms and implement program changes focused on keeping frequent offenders in secure treatment or other custody until the courts have ruled on their offences.

**RESOLUTION 08 – 4 REQUEST FOR IMMEDIATE ACTION ON LAWFUL ACCESS**

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

WHEREAS there currently is not a standardization of levels of service, contractual relations, billing standards, cost recovery, and dispute resolution for services provided by the telecommunications industry to law enforcement agencies across Canada, so as to ensure a continuation of a high level of uninterrupted service; and

WHEREAS on occasion this lack of standardization has resulted in an interruption of service provided by the telecommunications industry to law enforcement agencies so as to jeopardize ongoing investigations of major crimes and will continue to adversely impact future investigations; and

WHEREAS on two previous occasions resolutions of the Canadian Association of Police Boards have urged the Federal Government to make it a top priority to update the legal framework for Lawful Access in Resolutions 04-6 and 03-15;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the

Federal Government to make it a top priority to update the legal framework for Lawful Access so that police maintain the ability to lawfully intercept communications and search and seize data in order to investigate and support prosecution of crimes, and that the issue of costs for the telecommunications industry be dealt with, but that the circumstances in which police may intercept private communications and search and seize data continue to be the subject of prior court approval.

**RESOLUTION 08 – 5 PENALTIES FOR CRIMES INVOLVING ILLICIT DRUGS**

WHEREAS illicit drugs are the foundation of organized crime and the source of property and violent crime in our communities;

WHEREAS many drugs in Canada are exported to the United States in exchange for other drugs, guns and illicit products that are used by criminals in Canada;

WHEREAS the availability of illicit drugs is a significant threat to young people who, by experimenting with their peers, risk cognitive and physical impairment, psychosocial problems, and addiction;

WHEREAS conditional sentences and other minimum sentences for crimes involving the manufacture, trafficking, and importing and/or exporting of illicit drugs have proven ineffective in combating the lucrative drug trade and putting its operators permanently out of business;

WHEREAS the Canadian Association of Police Boards has previously lobbied the Federal Government to adopt tougher sentencing for violent and drug trafficking crimes in Resolution 05-3;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the judiciary to consider the deleterious effects of drugs on individuals and communities in

sentencing criminals who manufacture, traffic, and import and/or export illicit drugs; and that in light of these considerations the judiciary impose stiffer sentences within the current legislative framework.

**RESOLUTION 08 – 6 CREATION OF  
CONDUCTED ENERGY WEAPON (CEW)  
WORKING GROUP**

WHEREAS the Conducted Energy Weapon is increasingly being used by police officers across Canada as a tool in policing our communities;

WHEREAS the issue of the use of Conducted Energy Weapons by police officers is a matter of great public interest across Canada; and

WHEREAS there is currently no group examining the issue of a consistent standard for the use of Conducted Energy Weapons by police services across Canada.

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards (CAPB) establish a working group on Conducted Energy Weapons, comprised of representatives from CAPB, the Canadian Association of Chiefs of Police (CACPP), the Canadian Police Research Centre and other appropriate partners, to collect and disseminate information related to the use and effects of Conducted Energy Weapons from Canada and elsewhere, as well as to develop a national standard for the use of Conducted Energy Weapons by Canadian police services;

AND that such a governance framework include a national consistent reporting format so that municipal police services all collect and report the same data regarding the use of Conducted Energy Weapons.

**RESOLUTION 08 – 7 SHARING POLICING  
COSTS WITH THE FEDERAL  
GOVERNMENT**

WHEREAS it is widely recognized that municipalities across Canada are assuming a growing burden for the cost of policing; and

WHEREAS the federal share of the cost of provincial and municipal RCMP contract services has declined steadily over time, from 50% in 1976 to between 10 and 30 per cent by 1990, and down to zero for all municipal contracts signed after 1992; and

WHEREAS municipally contracted RCMP officers are assumed to spend a minimum of between 10 and 30 per cent of their time enforcing federal laws, from which it follows that municipal police officers would be expected to spend between 10 and 30 per cent of their time enforcing federal laws;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards support the recommendations of the Federation of Canadian Municipalities, found in its report, “Towards Equity and Efficiency in Policing” (May, 2008), namely, that 1) Pending a full review of the existing policing regime, the Government of Canada should provide an equity and efficiency allocation to: a. compensate municipal governments for their role in enforcing federal policing mandates; and b. provide funding sufficient for municipalities to meet their growing responsibilities, an amount equivalent to no less than 10 per cent of a municipal force’s annual budget; and 2) The Government of Canada should appoint a special panel to review the existing distribution of policing functions.

**RESOLUTION 08 – 8 NON-RETURNABLE  
WARRANTS**

WHEREAS it is recognized that police officers throughout Canada often come into contact with persons wanted on warrants, where the radius of the warrant is outside of their jurisdiction, and unless the jurisdiction issuing the warrant agrees to provide for transportation, these individuals will likely not ever be held accountable for the offence;

WHEREAS it is further recognized that police officers are rarely successful in returning these persons to the issuing jurisdiction because the legal procedures for doing so are excessively cumbersome, time-consuming, and expensive;

WHEREAS the Canadian Association of Police Boards adopted Resolutions 97-7, 98-7 and 06-7, urging the federal government to accelerate its efforts to develop the necessary legislation for an effective system to handle non-returnable warrants;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards call upon the federal Minister of Justice and the Minister of Public Safety to implement a program to assume responsibility for the return of persons wanted on warrants, where the radius of the warrant is outside of their jurisdiction, thereby enabling an operationally practical and cost-effective transportation policy, and ensuring these individuals cannot bring the administration of justice into disrepute by simply fleeing to another jurisdiction.

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## *Workshops:*

### **Workshop #1:**

#### **HUMAN RESOURCES** **SUSTAINABILITY**

**Moderator: Mr. Ivan Court, CAPB Board Member**

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**Presenter: Ms Shanthi Radcliffe, Member, London Police Services Board**

Ms Radcliffe discussed the results of a review which was conducted after a high profile murder suicide (known as the Johnson-Lucio incident)

involving 2 senior uniformed members of the London Police Service (LPS).

The review, which was conducted by a panel, was intended to canvas two issues: were there any deficiencies in the LPS's human resources practices, to what extent was the incident a result of human frailties and to what extent might the incident have been preventable. The review panel report is available at [www.capb.ca](http://www.capb.ca). An associated literature review may be requested by contacting Ms Radcliffe through the London Police Services Board (LPSB) email address [lpsb@police.london.ca](mailto:lpsb@police.london.ca).

The review panel found that, essentially, the incident was not preventable. The report indicates that police organizational culture reinforces the notion that police officers should solve their own problems and that they will be stigmatized if problems are disclosed in the workplace. The panel suggested that education, whether in-service or provided externally, in the areas of stress management, depression, maintaining positive intimate relationships is important for police service members. The panel also recommended that pre-hire psychological assessments should include personality and family histories. Once on the job, service members who are deemed high risk should be tracked and provided with timely support, where required; seminars should be offered for family members.

In terms of policies and practices involving firearms, the review found that the LPS had appropriate and adequate policies. For Ms Radcliffe and the members of the LPSB, the incident has highlighted the challenges for women in traditionally male dominated professions, the challenges to employers who want to recruit for diversity and the challenges in managing people who are coping with many stressors. The message that other police governors should take away from the review is: "prevention – intervention – post-intervention".

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**Presenter: Ms Denise Balch, Connex Health Consulting**

Ms Balch discussed the reasons that employers are electing to institute health and wellness programs. Employers want to attract and retain the best performers and wellness programs assist in the achievement of this goal. Workers want to work in healthy organizational cultures; that is, cultures that promote physical and mental health. Where these programs exist, research has demonstrated that employees perform better, have fewer chronic illnesses and less absenteeism. Research proves that wellness programs, workplace health strategies and appropriate benefit programs impact positively upon productivity.

Employers should take a strategic approach to wellness. A strategic approach includes:

- Committing to employee health
- Assessing employee health and health risks
- Developing a plan to increase awareness, obtain employee “buy-in”
- Specific programming with targets
- Measuring of results
- Sustainability

Ms Balch outlined some of the work that has been undertaken at the Toronto Police Service (TPS) in terms of developing a wellness strategy. Some of the objectives at the TPS are: creating a healthy, bias-free work environment, maximizing performance and potential of employees, reflecting the diversity of the community and enhancing the Service’s ability to provide effective community-based policing.

The TPS undertook a comprehensive study to identify the top drivers of disease amongst its employees and conducted a risk assessment. The TPS found that 75% of those surveyed had 3 or more risk factors for chronic diseases and, in some units, the “culture scores” were below healthy levels. The TPS took action and developed its own strategic wellness plan. As part of this plan,

the TPS is implementing cardio screening programs, exercise programs, weight management programs, nutrition programs, stress and mental health programs and work-life balance programs.

Ms Balch noted that *Working Well Magazine* will profile the TPS wellness initiatives in an upcoming edition. More information may be found at the following link: <http://www.benefitscanada.com/workingwell/>. For information on Connex Health Consulting please go to [www.connexhc.com](http://www.connexhc.com).

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**Presenter: Staff Sergeant Riyaz Hussein, Officer in Charge, Recruiting Section of the Employment Unit, Toronto Police Service**

S/Sgt. Hussein discussed the competitive recruiting environment in which police employers find themselves. Police recruits are getting older; the average age in Ontario is 28. Police Services are discovering that some desirable graduates of police “Foundations” programs or other college preparatory courses are being hired by non-police employers. In order to compete in the market, the Toronto Police Service (TPS) has adopted a concerted and strategic approach to recruiting. Their efforts have been successful since they have been able to fill available classes and the last 8 recruit classes have, in percentage terms, reflected the diverse make-up of the Toronto community.

The TPS’s non-salary recruiting budget is approximately \$100,000 per annum. Of that budget, only \$30,000 to \$40,000 is expending on advertising. Purchased advertising focuses on local and ethnic media outlets. This advertising budget is substantially less than that of some other large Ontario services. The TPS has chosen to focus its recruiting efforts on personal approaches to potential recruits, especially through attendance at community events.

The TPS has adopted an “Ambassador Program” in which civilian and uniformed members and retirees participate in recruiting initiatives



alongside the recruiters from S/Sgt Hussein's unit. The Service has also established a "recruiting coalition" which is essentially a community-based consultative committee which advises on recruiting strategies and assists in making inroads into various communities. The Service also proactively mentors potential candidates, guiding them through every stage of the application process. The Service website ([www.torontopolice.on.ca](http://www.torontopolice.on.ca)) includes a "Contact a Recruiter" page which makes the recruiting officers easily accessible to potential recruits.

Through this approach, the TPS has been successful in hiring 450 officers in 2006, 400 officers in 2007 and 350 to date in 2008. Of all these new recruits, the Service has only lost "5 or 6" to other Services.

In response to a question, S/Sgt. Hussein advised that Toronto Police Service Chief Bill Blair has instituted the practice that the TPS will not consider making a lateral hire unless the candidate in question has more than 2 years of service.

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**Presenter: Mr. Stan McLellan, Strategic Human Resources Officer, Durham Regional Police Service**

Mr. McLellan introduced himself and advised that he has a dual role in that he provides human resource management to the Service but also assists the Board in hiring Chiefs of Police and Board staff.

Mr. McLellan challenged Boards to determine whether their particular police service is an attractive employer. He expressed the view that salary was not always the determining factor when an employee is considering a new position. Candidates for uniformed and civilian positions alike want an environment which provides work-life balance and life-long learning. Work-life balance can be enhanced through shift scheduling, providing flexible hours and job sharing opportunities. Life-long learning can be enhanced

through opportunities for educational leaves and through programs such as Durham's "Coffee and Blue Sky with the Chief ". In this program, the Chief meets in an informal setting with small groups of Service members to seek their views and have a dialogue about emerging issues. This enables the Chief to get feedback from members and also helps him identify potential leaders.

Mr. McLellan also stressed the importance of hearing members' opinions on workplace issues and demonstrating to employees that they have been heard and their concerns acted upon. Durham has developed "Project Healthy Apples" which is their workplace wellness program. Members of the Project are eligible for the reimbursement of \$400.00 of health care related programming through their participation in this program. As a consequence of implementing these types of programs, in 2007/2008 the Durham Police Service was named one of Canada's Top 100 Employers.

Mr. McLellan's advice to police services boards is to establish health and wellness as a priority in business plans, communicate the Board's support of health and wellness initiatives to the Chief and give the Chief feedback on the wellness strategies that are implemented.

Thanks to Joanne Campbell, Executive Director, Toronto Police Services Board for preparing the workshop notes.

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## **Workshop #2:**

### **ETHICS & ACCOUNTABILITY**

**Panelists:** Staff Superintendent Tony Corrie; Toronto Police Service, Professional Standards; Mr. Graeme Norton, Canadian Civil Liberties Association; Commissioner Julian Fantino, Ontario Provincial Police

**Moderator: Mr. Emil Kolb, CAPB Board Member**

Incidents involving alleged police misconduct have created concern for police leaders and civilian oversight bodies. There has been notable public demand to ensure that honesty and integrity are emphasized as essential core values for policing. This workshop discussed systemic mechanisms that police services and boards can put into place in a number of areas such as training, recruitment, organizational structure, supervision and accountability to prevent and detect police misconduct and corruption.

### Staff Superintendent Tony Corrie

Staff Superintendent Corrie is the Staff Superintendent in charge of the Toronto Police Service (TPS), Professional Standards Unit. He supervises a staff of approximately 100 members with approximately 70 members specifically involved in the prevention, detection and prosecution of police misconduct.

Staff Superintendent Corrie began his presentation by using the analogy of “looking under the rock.” Looking randomly under rocks can be a waste of time, as to be effective, you have to be strategic. That can only be accomplished if you know what can cause your problems, who can cause your problems, where the problems can occur and when they are most likely to occur. This is accomplished by looking and learning from present problems, past problems, from others and through research.

He provided a brief summary of some of his experience and talked about the proactive and reactive mechanisms that are in place within the TPS to detect and prevent police misconduct.

Working in an occupation where people possess the power to restrict an individual’s freedom and to use force, and discretion to use their authority, is not easy. Due to the nature of the work environment, this authority is often used far from the eyes of supervisors and the general public; this can present problems. Possessing power and

authority also makes officers targets for those who wish to influence the exercise of that power and authority or to gain access to confidential data that the police possess.

The employer and the service have a duty to ensure that members conduct themselves in an ethical and professional manner, no matter what the provocation or temptation. It is for that reason that all board members should become cognizant of their complaint processes, the workings of their professional standards units and should also obtain a degree of understanding about the difficult nature of the work of Professional Standards, including the limitations and obstacles faced by your Professional Standards staff, for example, the 6 month limit to investigate, the influence of Associations, previous decisions by OCCPS and causes of corruption.

He talked about police officers being given *exceptional powers, and with that power, comes exceptional responsibility*, which then requires an equally *exceptional* degree of *accountability*. And civilian oversight is an important part of that process.

Police services have learned over the years that it is far more cost efficient to prevent misconduct than it is to investigate and prosecute it. When serious police misconduct is discovered and made public, the cost to the Service is immense. Not just in the soft and hard dollar costs but the costs involved when it erodes public trust and confidence. Those misdeeds can have a wide-reaching impact on police/community relations from reduced cooperation in police investigations, discouraging community mobilization and partnering and adversely impacting recruitment initiatives, especially in our diverse communities. Alleged or proven police misconduct also has a demoralising effect on the pride of the good honest police members and their families when they find out one of their own has betrayed his/her oath.

The extent of an investigation into serious police misconduct has to be extremely thorough due to

the nature of the scrutiny and understandable curiosity they attract. It requires highly competent and skilled police officers conversant with the most effective investigative means in order to establish facts and get to the bottom of any allegation or concern. Not only do the professional standards units require the best people, they also need to be properly resourced with the best equipment and facilities. The thoroughness and high quality of these investigations is essential to ensure the public that the police can fairly and impartially deal with their own.

In Ontario, much of the responsibility to ensure that the processes followed to prevent and detect police misconduct, meet an acceptable standard, is given to police services boards who have been given the legislative responsibility to oversee the administration of *Part 5* of the *Police Services Act*.

When the investigations are completed, and if charges are laid, another area of intense scrutiny occurs when a case has to stand the challenge of some of the most competent defence counsel in the province both in criminal court and *Police Service Act* hearings. The latter, *Police Services Act* Hearings, which were intended to apply swift discipline, have unfortunately become so protracted and contested that we are seeing them shift from labour tribunals to mirroring full-blown criminal trials. And that is certainly a problem for police officers right across Canada.

Investigations have to be thorough, as without an airtight case, the criminal courts, especially juries, have shown great reluctance to convict police officers. Staff Superintendent Corrie said that it is his belief that this reluctance to convict is due to the fact that most Canadians hold their police services and officers in such high regard. This then results in errant officers riding the good reputation of their honest, hard-working and ethical colleagues and getting far more benefit of the doubt than they sometimes deserve.

He noted that the Toronto Police Service, being the largest municipal police service in Canada, has had its share of misconduct cases to deal with over the past few years. However, while this has been the case, he added that on a percentage basis, it is the same as any other police service. He said that the TPS has placed greater emphasis on prevention by creating a Risk Management section designed to intercept potential problems as a result of troubling past behaviour or practices of individuals or units.

For those in senior management, it is absolutely crucial that they model behaviours that are expected of others. This is even more crucial today as organisations are highly populated with inexperienced and impressionable members. When senior officers or coach officers demonstrate those wrong behaviours, it will often materialise many years later in those who worked for or worked closely with those officers or in units where certain inappropriate behaviour was tolerated.

Staff Superintendent Corrie covered a few of the specific mechanisms used by the Toronto Police Service and added a few of his own recommendations.

#### Mechanisms to Prevent Police Misconduct

- Recruit selection & recruitment staff
- Values: constant reinforcement by management. Take values from wall, model, continue from recruit training, bring life to them
- Early Intervention Systems: recent IA Pro, user group, prevention, alerts
- Review & debrief past problems: e.g. gang member background checks on friends
- Share best practices and experiences: Conferences, CACP committee
- Inspections: Inspection team and duty inspectors. In person and IT
- Procedural reviews: Use of Force, Pursuits
- Modeling: lead by example. What example is it that you are giving?

- Promote good behaviour. Identify it. Promote it. Praise it. Reward it.
- Educate and train: Recruits, Units, Plats, S.O. Courses
- Health & wellness programs: Vulnerabilities lead to misconduct
- Tenure in high risk units: 3 -5 yrs Rob Kelly. Cycle people out
- Employee & Family Assistance Programs (EFAP): finance, drugs
- Consequences (specific and general deterrence): accidents, Munroe
- "Listen to whispers and rumours."
- Monitor media, civil cases & human rights complaints
- Support & recognition of PRS from the Command
- PRS - Best staff and best equipment
- PRS Surveillance capacities
- Ease of reporting – internal
- Ease of reporting - external
- Close relationship between PRS, Legal, DMU & HR
- Sudden trappings of wealth. Living the high life
- Be careful of exceptionally high performers.

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### **Mr. Graeme Norton**

Graeme Norton joined the Canadian Civil Liberties Association (CCLA) in June 2007 as the Director of CCLA's Public Safety Project. His work with CCLA involves providing the Association with legal opinions and research, coordinating interventions in court cases, preparing submissions to legislative committees and other public forums, and mentoring articling students and volunteers.

Mr. Norton talked about the community's perspective of police misconduct and public trust in the disciplinary system. He said that he believes that it is important for members of the public to be able to have trust in the police and that it is also important for the police to respect

community members' rights as well. He noted that it is his view that the system of police accountability needs to be tightened and that police overstepping boundaries is of great concern. He also talked about the importance of having a strong system of accountability and putting mechanisms in place to ensure that the system of accountability functions properly. He advised the workshop participants of the following recommendations from the CCLA:

### **Systemic Level Oversight Mechanisms**

1. Independent auditing of police practices and procedures; and
2. Giving decision makers authority to have greater control over operational decisions that police services face.

He suggested the need to increase police accountability in order to create transparency.

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### **Commissioner Julian Fantino**

Commissioner Fantino was appointed Commissioner of the Ontario Provincial Police (OPP) on October 30, 2006. Commissioner Fantino oversees front-line delivery, administrative support services and specialized and multi-jurisdictional investigations throughout the Province of Ontario.

Commissioner Fantino talked about policing in a democratic society. He also talked about the importance of training, policies and accountability. He also talked about the human dynamic of policing and that police services cannot be run as robotic organizations.

He discussed the three-legged stool which includes boards, police administrators and associations and memberships.

He talked about being equally accountable and that it is the responsibility of police services to ensure that public trust is not violated and that human rights are protected. He also talked about the expectation of perfection.

He said that there are extraordinary expectations placed on inexperienced, young officers today and that it is important to provide the young officers with the proper support, tools, and resources required. He also talked about the importance of services and boards placing trust in the systems that are in place and in the integrity of the employees.

He also talked about his belief in the importance of strong leadership at every level of an organization and equal accountability.

Commissioner Fantino explained that while he was the Chief in Toronto, he consulted with Justice Ferguson and asked him if he would look at the factors that lead to police misconduct. He stated that the Ferguson report was a catalyst for change. He advised that 32 recommendations came out of the Ferguson report; it looked at practices, procedures and culture. Commissioner Fantino provided a summary of the recommendations from the report.

- 4 recommendations dealt with disclosure of information to the Crown Attorney
- 9 recommendations dealt with recruitment
- 5 recommendations dealt with the promotional process
- 6 recommendations dealt with internal affairs
- 5 recommendations dealt with drugs and alcohol that have migrated into the service
- 3 recommendations dealt with informants and agents

Commissioner Fantino noted that it is the responsibility of the Chief of Police to deal with disciplinary issues and that proper supervision is critical in maintaining a healthy organization. He talked about the importance of training and that it is the best investment in an organization.

Commissioner Fantino stated that it is his belief that most officers are ethical and honourable and that as boards and services, we need to place trust in our employees and that we should not be

building systems of oversight over oversight. He also talked about the need to provide officers with proper training and the fact that the tools that we give officers are used to protect the public as well as the officers.

Thanks to Sheri Chapman, Toronto Police Services Board for preparing the workshop notes.

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### **Workshop #3:**

#### **CLOSED CIRCUIT TELEVISION (CCTV): BALANCING PRIVACY WITH PUBLIC SECURITY**

**Speakers:** Staff Sergeant Mark Barkley,  
Communications Services

Mr. Mark Pugash, Director, Public Information  
Unit

Mr. John Sandeman, Manager, Video Services  
Unit

**Moderator: Mr. Jim MacLeod, CAPB Board  
Member**

#### **Background:**

Staff Sergeant Barkley and Messrs. Pugash and Sandeman are members of the Toronto Police Service and were instrumental in the development of the Toronto Police Service CCTV Pilot Project. The Government of Ontario provided the Toronto Police Service with \$2.0 million to support the purchase of 29 re-deployable camera systems for the pilot project.

The cameras were placed at locations where there is verifiable crime data indicating that crimes have occurred in these areas. Cameras placed in these high risk areas are operational for a period of six months and then removed and deployed to other areas. However, cameras placed in Toronto's busy Entertainment District were not removed after six months because there is significant crime data to support this exception.

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**Discussion:**

Staff Sergeant Barkley opened the discussion by stating that CCTV is not a new concept. Images of people have been captured by public space video surveillance cameras for years. Cameras are virtually everywhere: in banks and shopping malls; in local corner stores and in Tim Hortons and Starbucks. The noticeable change is that police are now using overt closed circuit cameras in public spaces for the purpose of detecting crime and deterring crime. The use of CCTV should never be considered as the complete answer to fighting crime. When integrated into a comprehensive crime management strategy, CCTV is a valuable tool that can reduce crime and increase public safety.

Staff Sergeant Barkley said that police in the United Kingdom have been using CCTV successfully for many years. While CCTV may be successful in one area, it should not be assumed that CCTV will work everywhere. No two communities are alike. Each community has a different set of circumstances, such as demographics, street design, the nature of the existing problems and the way in which people in those areas respond to local problems.

Regardless of the location or the type of crime that needs to be addressed, the one predominant key that will lead a CCTV project to success is the level of public consultation that the police engage in with the community.

Staff Sergeant Barkley offered the following recommendations:

**1. Address Privacy Issues**

- build a team within your organization that will research and review all applicable local by-laws and provincial and federal privacy legislation;
- take initiative: offset any potential privacy problems by contacting the (municipal and provincial) Office of the Information and Privacy Commissioner;

request a meeting with the Commissioner; provide a detailed explanation of your proposed CCTV project and the policies and procedures that will be in place regarding the use and monitoring of the cameras. Provide as much information as possible to the Commissioner. Be prepared to answer all questions. Demonstrate to the Commissioner that you have conducted a lot of research and that you are willing to share as much detail as possible about your CCTV project.

- hold a lot of public meetings: be willing to tell the public everything about the project (the Toronto Police Service held 13 public meetings in two months, the Chair and/or a member of the Toronto Police Services Board and the Chief of Police and/or a Deputy Chief of Police attended all the meetings). Emphasize that the cameras will observe open public spaces only and that they are arranged in a way that prevents them from viewing private areas.
- develop comprehensive policies and operational procedures governing the use of the cameras and the monitoring of the recorded images. Discuss the policies and procedures at police services board meetings and community consultations. Have copies of the policies available and be willing to share them with members of the public.
- establish an audit process and guidelines for evaluating the results of the CCTV project and be willing to discuss these publicly.

**2. Guiding Principals**

- the Toronto Police Service CCTV Pilot Project was based upon three main principals:
  - 1) proportionality – cameras are installed in areas where there is

verifiable crime data indicating that there has been harm or threat of harm to persons and/or property in those specific areas. The level of CCTV coverage will be proportional to the level of reported crime.

- 2) balance – the use of CCTV should not been over-used. It should only be used when it is determined that other measures to address crime were not effective. Tell the public what measures did not work. The public must “buy into” your plans to use CCTV as a tool against crime in their neighbourhoods.
- 3) accountability – ensure that every aspect of accountability has been addressed before the CCTV project commences. Areas to consider: training, codes of conduct, policy and procedures, municipal and provincial protection of privacy legislation, the *Canadian Charter of Rights and Freedoms*, provincial legislation governing the police (in Ontario it is the *Police Services Act*), the *Criminal Code of Canada* and human rights.

### **3. Public Communication and Surveys**

Given that 25% of the population believes that public space cameras invade a person’s privacy, it is important to keep the public informed. Identify the specific locations of the cameras. Conduct surveys and release the results. Discuss details of the proposed CCTV project at police services board meetings, post information on websites and provide the name, telephone number and email address of a key senior officer to whom members of the public may contact for information about the CCTV project. Don’t hide any information.

Staff Sergeant Barkley said that people are more likely to visit an area that is being monitored by the police because they feel safe. When some people feel safe in their community they begin to “take the streets back”. They will not tolerate crime or social disorder and are more likely to call and report crime. The Toronto Police Service discovered that people are willing to give up some privacy if they believe that the level of crime in their community will go down.

Mr. Pugash, Director of the Public Information Unit, was involved with the extensive public consultation process that was carried out by the Toronto Police Service.

Mr. Pugash said that, prior to establishing a CCTV project, an organization should identify its most vulnerable point and resolve any concerns. In Toronto, privacy was the main concern and it was vital that the public understood that it was the most important priority for the Toronto Police Service. The actions, such as detailed consultations with the Information and Privacy Commissioner, underlined that concern. The aggressive public consultation process that was developed turned into an advantage when the cameras were eventually installed.

Numerous public meetings had been held across the city. The police answered questions honestly and were upfront about all details of the project. The public was told that their right to privacy would not be jeopardized. In fact, the addresses and telephone numbers of the provincial and federal privacy commissioners were included in the “hand-outs” circulated at the public meetings. Citizens were encouraged to call the privacy commissioners if they had concerns about the proposed CCTV project.

The public was provided with an opportunity to read the newly-developed policies and guidelines that outline the criteria for determining the location of the cameras. These documents also describe who has access to the recorded images,



when the images can be viewed and the length of time that the images will be retained.

CCTV was never promoted as a solution to crime.

At this time in Toronto, there are no major police investigations that do not rely on images from CCTV.

Mr. Pugash provided examples of how images captured by CCTV were instrumental in the apprehension of suspects in two high-profile Toronto homicides. In both cases, the clarity of the images was so compelling the suspects surrendered to police. One suspect surrendered one hour from the time the images were released by the police and re-played by the media, and in the second case the suspect surrendered 47 hours after the images were played by local television stations.

Mr. Pugash said that some people didn't want the cameras removed after the initial six-month period and that the CCTV pilot project was the only crime management strategy that the public wanted in place faster than the Toronto police could implement it.

By taking a cautious approach and not "over-selling" the project, there was very little resistance to the use of CCTV in Toronto.

Mr. Sandeman discussed the technical and operational aspects of the CCTV pilot project.

Unlike many other police services, the Toronto Police Service does not continuously monitor the cameras. Mr. Sandeman explained how the cameras are used in Toronto's busy Entertainment District, an area where 60,000 to 70,000 people visit the restaurants and nightclubs each weekend. On the basis of verifiable crime data, it was determined that crime (usually stabbings and assaults) would most likely occur during the period between 1000 hours and 0200 hours. The provincial Information and Privacy Commissioner was contacted and advised that the cameras would

be monitored by police staff during that specific period of time only.

In the other areas of the city, authorized police staff will access the recorded images when there has been a reported incident to determine if the images can assist in identifying an offender. On other occasions, if there are images which depict evidence of a crime, these may be used by the police in court.

The overt camera, which is suspended from a box that is affixed to a pole, contains the word "POLICE" in large bold letters. There is a large clearly written sign prominently displayed on each pole indicating that CCTV cameras are being used in that area. The sign also states "personal information is collected by CCTV cameras to promote public safety and reduce crime."

Some police services have adopted other indicators to advise the public about the use and location of CCTV cameras. The City of Chicago Police Department attached a flashing blue light to each of its cameras. When Mr. Sandeman was conducting research about the use of CCTV cameras in other jurisdictions, he learned that residents in one neighbourhood in Chicago were initially opposed to a flashing light that was visible from their condominium units. The residents believed that the use of police monitoring devices, such as CCTV, in their neighbourhood could give the impression that it was a "high crime" area which would impact negatively on the resale value of their properties. After a period of time, the residents learned that the cameras actually made people feel safe and that the police cameras were a contributing factor in the increased resale value of their properties not a decrease.

The Toronto Police Service also relies on CCTV cameras for operational support at planned public demonstrations at such places as consulates and government buildings. A truck, which is clearly marked "Toronto Police Service – Video Services" is parked on the road so that citizens participating

in the demonstrations are aware that they may be captured on video surveillance tapes.

Mr. Sandeman emphasized the importance of utilizing an electronic monitoring system that is connected to a “closed” or “wired” (non-broadcast) circuit versus a “wireless” video surveillance system. Video images captured by wireless technology are more likely to be intercepted than the images captured by a wired system.

The challenge of managing private and public CCTV videos by the Toronto Police Service – Video Services Unit will expand later in 2008 when in-car cameras will be deployed into police vehicles. The Toronto Transit Commission (responsible for public transit in Toronto) recently announced that it will install 10,000 cameras on transit vehicles and transit properties.

Further Information:

The Guidelines for the Use of Video Surveillance Cameras in Public Places in the Province of Ontario (by the Information and Privacy Commissioner/Ontario) is available on: [http://www.ipc.on.ca/images/Resources/up-video\\_e.pdf](http://www.ipc.on.ca/images/Resources/up-video_e.pdf)

Questions regarding the Toronto Police Service CCTV Pilot Project should be directed to: Staff Superintendent, Divisional Policing Command, at 416-808-2288 or email: [cctv@torontopolice.on.ca](mailto:cctv@torontopolice.on.ca).

Thanks to Deirdre Williams, Board Administrator, Toronto Police Services Board for preparing these workshop notes.

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**Workshop #4:**  
**CONDUCTIVE ENERGY WEAPONS**  
**(CEWs)**

**Panelists:** Dr. Christine Hall, Canadian Police Research Centre; Sgt. Brian Maslowski, Toronto Police Service, Training and Education, Mr. Chris Lawrence, Canadian Police Research Centre; Dr. Alok Mukherjee, Toronto Police Services Board

**Moderator: Mr. Robert Dunster, CAPB Board Member**

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**Dr. Christine Hall**

Dr. Hall is a practicing ER medical specialist in Victoria. She talked about the 157-page document she is preparing for the Canadian Police Research centre that is now up for peer review. She said that the general public has a poor understanding of what CEWs do and what they are for. She said that the Use of Force models are poorly understood by physicians and that people assume that doctors know everything but that this is not the case. She spoke about the early literature on CEWs in Canada and the fact that people are now saying that the device was misrepresented to us and we were lied to; this is not quite true. She talked about a number of CEW studies that have been done, some industry/Taser-related and some not and said that there was no evidence of dysrhythmia as a result of the use of CEWs; we know that no person has had a dysrhythmia after the application of a CEW.

Dr. Hall noted that the media has dealt with the issue poorly and that a heart attack does not equal a “funny rhythm.” She noted that some hearts will contract in response to a CEW-application, but only if the darts were placed in certain locations and perfectly encompassed the heart. She said that a lot of the studies have been done on pigs and we do not disregard these studies.

Dr. Hall said that a lot of good work is being done around these questions. She said that we need to see what happens when a police officer uses a Taser on a person in the field but that such research is time-consuming and slow. She referenced the Bozeman study, which looked at 962 applications of CEWs and found that 99.7%

of people had no/mild injury, 0.3% had severe injury and two people died. She said that this is the data we need to know.

Dr. Hall talked about her work in the area of restraint. She said that she is working on a paper in this area and has been collecting data in Calgary for two years. She said that they are looking at 827,000 public encounters with the police; all “true calls” were included and police officers could not bypass these questions. In this study, force was defined as anything more than a simple joint lock. She said that the research shows that 87% of people had no/minor injuries.

Dr. Hall then discussed the notion of excited delirium, stating that she had no new recommendations in this area. She said that her interest is in in-custody death; the excited delirium patient is responsible for death in custody most of the time – this is not restraint-specific. She said that this is just one of the things to consider and we need to look at all sides of the triangle. She closed by saying that prohibitions on Taser use, such as, officers can’t use the Taser on pregnant women, are easier said than done. She said that it is important to document everything.

**Sgt. Brian Maslowski, Toronto Police Service, Training and Education**

Sgt. Maslowski said that we need to ensure that CEWs are used for the right reasons, in the right circumstances. He said that a CEW uses propelled wires to conduct energy that affects sensory and motor functions of the central nervous system. He said that it is designed to incapacitate a person from a safe distance.

Sgt. Maslowski gave a brief description of the X26 Taser. He said that the device has a microchip that records the date, time and duration of each use. He then spoke about Toronto Police Service Procedure 15-09 which governs the use of the Taser. He said that the procedure ensures accountability and covers supervision and training issues. He said that the Taser is authorized to be

used beginning at subject behaviour considered “assaultive.”

Sgt. Maslowski referred to the Ontario Use of Force model, a graphic representation to assist a police officer, and noted that a CEW falls in the “intermediate” area. He said that a Taser should not be used on a pregnant woman, a child, or an elderly person. He said that, where practical, an officer should verbally caution a subject before deploying a Taser. He said that this is a tactical consideration and an officer must take advantage of the window of opportunity to use the device – the Taser may be defended against. He said an officer should control a subject when it is safe to do so and we want to limit the number of cycles applied to a subject.

He said that whenever the Taser is deployed, EMS is notified. He said that the subject is placed in a seated position to allow for easier breathing and monitoring. He noted that the procedure also requires notification to a supervisor as well as the completion of a number of reports; this is critical to accountability. He said that this is required for every use of the Taser, whether a demonstrated force presence, drive stun mode or full deployment (where the probes fire). He said that an officer must download the data as soon as possible.

Sgt. Maslowski then discussed training. He said that it is intense and that every Taser operator receives eight hours of training as well as yearly recertification. He said that the training includes information on judgments, legal and safety issues, procedures and de-escalation techniques. He said that real-life scenarios are simulated and officers act out different parts, for example, a suicidal person or someone armed with a knife. He said that officers are taught to de-escalate and resolve the situation. Sgt. Maslowski said that the debriefing is the most important part of the training and officers look at de-escalation techniques, the Use of Force model and legal issues, among other things.

Next, Sgt. Maslowski addressed reporting. He said that the Taser deployment report captures a lot of data. There is a categorization of subject behaviour and the condition of the subject at the time the decision was made to use the Taser (for example, mentally ill or under the influence of drugs or alcohol). He said that questions are asked, such as, why was it necessary to use force, what force option was used, and was that force option effective? He said the report requires the officer to enter what type of Taser use was applied and the number of cycles. Sgt. Maslowski noted that this report is reviewed by a number of supervisors as well as by himself or someone else in his position; this ensures accountability.

#### **Mr. Chris Lawrence**

Mr. Lawrence said that there are some misconceptions out there; the public and others do not understand CEWs. He said that he is one of three authors of a national framework on use of force; the CACP asked for and endorsed this in 2000. He said that it has no force in law and should not be your policy – this isn't how the law wants that applied. He said that model is driven by a situation and informed by the subject's behaviour; it is situation-specific.

He said you can say you will never use a Taser on someone in handcuffs but there are some people who can still punch, choke, headbutt, kick, spit or attempt to disarm an officer while handcuffed. He asked, is it really a behaviour-driven model or is it really driven by the situation and informed by the subject's behaviour? – he thinks it is the latter. He said that we need to manage this properly; as policy-makers, we don't want to say, it should always be this way, it can never be that way. He said that if we categorically say a device can only be used in narrow circumstances, you are going to miss people who could have been saved if it were used.

Mr. Lawrence said that if a system is in your hands, you tend to use it; just picking up something brings a different set of problems. He said that the report he is writing with Christine

Hall for the CACP is something Board members should read with their Chief. He said that we are getting “hung up” on a system. He said that when you look at deaths with and without Tasers, they are remarkably consistent. He said that Tasers are not necessarily being used in the best way in every instance.

He then spoke about excited delirium. He said that changing a name won't change a thing. He said that this conveys a lot of things to a police officer; it is not a diagnosis. He said that it is important not to pander to public opinion and that people should stay informed and do the right thing. He said that we must understand that first before policy decisions are made.

#### **Dr. Alok Mukherjee**

Dr. Mukherjee began by giving an overview of the experience in Toronto. He noted that this has long been an issue of debate and that the decision to equip certain officers with the device was one that was entered into after much scrutiny and forethought, and was accompanied by the imposition of a number of controls. He talked about the original pilot project, conducted in 2002, and the decision by the Ministry to approve Taser use, first for members of police tactical teams and hostage rescue units, and then for front-line supervisors. He then outlined the Toronto Police Services Board's decision-making process, the reports it requested along the way, and the questions it posed regarding the safety risks potentially associated with Tasers.

He noted that only after receiving the results of this second pilot project did the Board approve limited deployment of Tasers on an interim basis. Dr. Mukherjee said that the Board put in place regular reporting requirements. He noted that, currently, front line supervisors and members of tactical units, specifically the Emergency Task Force, are the only Toronto police personnel authorized to have Tasers.

Dr. Mukherjee then talked about the substantial public debate about the issue and the fact that the

Board wanted to deal with the questions raised by the public. He talked about the fact that, in January, the Board hosted a forum on Tasers, and invited representatives from Taser International to provide information and answer questions.

Dr. Mukherjee then spoke about his attendance at the Federal House of Commons Standing Committee on Public Safety and National Security which was holding hearings on Tasers.

Next, he spoke about the importance of having a complete governance framework, including comprehensive policies and procedures as well as training, monitoring and accountability mechanisms. He also noted that the Board has directed the Chief to provide an annual report on Taser use to the Board; this report has been important in allowing Board members to ask relevant questions and note trends in use. Dr. Mukherjee presented an overview of the statistics around injuries and deaths resulting from Taser use in Toronto, noting that there have been minimal injuries and no deaths.

Dr. Mukherjee said that the Toronto Police Services Board, like boards across Canada, faces many questions with respect to Taser use. He said that it is important for boards to encourage greater medical research in this area and to engage in objective discussion about the issue. He said that the idea that Taser use should be expanded to all officers in Toronto is a complex and important issue to consider. He said that the Toronto Police Services Board views the Taser as an important tool to be used by a police officer in certain limited and clearly articulated situations, that is, where an individual is acting in an assaultive manner, rather than simply as a tool of compliance.

In closing, Dr. Mukherjee noted that the Board supports the philosophy of our Chief that the Taser can be a valuable tool for police officers as long as the proper parameters for use are outlined, the necessary training is provided and the relevant structures of accountability are established.

Thanks to Sandy Adelson, Toronto Police Services Board, for preparing these workshop notes.

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### **Workshop # 5:**

### **RESPONDING TO MENTAL HEALTH ISSUES IN YOUR COMMUNITY: THE CHALLENGES FOR BOARDS AND SERVICES**

#### **Speakers:**

Mr. Mike Federico, Staff Superintendent, Community Mobilization, Toronto Police Service  
Mr. Mohamed Badsha, Director, Program Development & Community Integration, Reconnect Mental Health Services

Ms. Lana Frado, Executive Director, Sound Times Support Services

Ms. Jennifer Chambers, Coordinator of Empowerment Council – A Voice for the Clients of Mental Health & Addiction Services

Ms. Sarah Kirkup, MSW, RSW, Manager - Mobile Crisis Intervention Team (MCIT), The Scarborough Hospital (TSH)

Mr. Eric MacMullin, RN, Mobile Crisis Intervention Team (MCIT), The Scarborough Hospital (TSH)

#### **Moderator: Mr. Chris Clement, CAPB Board Member**

#### **Ms. Jennifer Chambers, Coordinator of Empowerment Council – A Voice for the Clients of Mental Health & Addiction Services**

Ms. Jennifer Chambers, Empowerment Council Coordinator addressed the shaping police interactions with emotionally disturbed persons. Ms. Chambers stressed the importance of Police Boards across Canada to provide an aid in drafting alternatives to current system of hospitals and jails in dealing with psychiatric consumer/survivors.

Ms. Chambers noted that the psychiatric consumer/survivor is the term they commonly

used in the community, rather than mentally ill or emotionally disturbed persons.

Ms. Chambers discussed how the Queen Street Patients Council had a standing at the inquest for Mr. Edmund Yu and Mr. Wayne Williams. The Yu inquest was the first time in Ontario wherein a consumer/survivor organization was granted standing. The jury accepted the majority of their recommendations at each inquest directed at the Police Service and Board. Recommendations included police training by psychiatric consumers and survivors. During the inquests, they openly related to each level of policing – from individual officer, to the Chief and to the Board. It was during the inquest that they strive to arrive at the truth and the best possible solutions for avoiding future deaths. They did not prove a position either for or against the police.

She further stated that during and after these inquests, the Toronto Police Service contracted with the Queen Street Patients Council for crisis resolution and diversity training at the Toronto Police College. An inquest recommendation resulted in the training being concentrated on all uniformed officers over a one year span. Consequently, once a week, Ms. Chambers or colleagues from other consumer/survivor organizations talked about de-escalation to mostly uniformed officers at the Toronto Police College. Officers learn from testimony at inquests and letters received from other officers. One letter was received from a road Sergeant describing a situation in which force, even deadly force, might have been applied, but instead used what he had learned from the training and de-escalated the situation. No one was hurt.

At around the same time, the Toronto Police Service, the Urban Alliance on Race Relations and the Queen Street Patients Council embarked on another unique endeavor. They become joint organizers of a Conference – Saving Lives: Alternatives to the Use of Lethal Force by Police. The conference went remarkably well and provided a rare opportunity for many people, who

typically spoke through legal council, to communicate with other partners, police and the Board.

Ms. Chambers noted that inspired by the Saving Lives: Alternatives to the Use of Lethal Force by Police Conference, they also worked with filmmaker Ms. Laura Sky on her movie “Crisis Call”. The movie showed the relations between the police and psychiatric consumer/survivors.

A consultation with psychiatric consumer/survivors was also organized on the topic of the pilot projects for mobile crisis intervention teams.

From the conference came the conference report, a project overseen by the Urban Alliance on Race Relations and the Empowerment Council. There were recommendations made in the report. They have been working towards implementing, particularly since the most recent inquest at which the Empowerment Council had standing – the Vass inquest. At this inquest, their primary goal was to reopen a channel of communication between their community, the Toronto Police Service and the Board. Intense behind the scenes negotiations with the Toronto Police Board and the Service resulted in their presenting the jury with joint recommendations. The primary recommendation was lengthy, and included the following requirements:

The Toronto Police Service should establish an enduring structure for dialogue to address the intersection of policing and issues that arise in the mental health sector.

*Some of the specifics that this group should achieve are:*

Making recommendations regarding policing-mental health points of intersection, with a view to achieving the best outcome for psychiatric survivors;

Ensuring significant psychiatric c/s community input and active participation in police initiatives, steering committees and police training in the area of mental health;  
*A requirement that both the EC and the TPS educate each other about their needs and responsibilities.*

*(Further details can be found at the Office of the Chief Corner, under Verdicts and recommendations)*

Ms. Chambers expressed her appreciation, on behalf of the committee, for the work and good will of Toronto Police Service Staff Superintendent Mike Federico and Toronto Police Services Board Chair Dr. Alok Mukherjee in achieving the joint recommendation.

A structure is in place by clearing the path for implementing this recommendation to provide ongoing dialogue between police and the consumer/survivors community in a forum that is both transparent and accountable.

And to illustrate the potential for having rewarding alliances on a smaller scale, Ms. Chambers stated that the Empowerment Council has also collaborated with a Constable of the Waterloo Regional Police Service Rob Davis. Constable Davis has educated their Board on the values of community mobilization, while on occasion Empowerment Council provides background for him on various aspects of the mental health and addiction systems.

Ms. Chambers addressed to Police Boards across Canada their recommendation to look towards consumer/survivors organizations and their advocates for aid in drafting alternatives to the current system of hospitals or jails. She further noted that there is no reason for police and consumer/survivors' need to continue as two

solitudes, each fearing the other; better that we should meet over a table than over a body.

**Ms. Sarah Kirkup, MSW, RSW, Manager - Mobile Crisis Intervention Team (MCIT), The Scarborough Hospital (TSH) & Mr. Eric MacMullin, RN, Mobile Crisis Intervention Team (MCIT), The Scarborough Hospital (TSH)**

Ms. Kirkup and Mr. MacMullin spoke about the Mobile Crisis Intervention Team (MCIT), which is a partnership between the Scarborough Hospital and Toronto Police Service (TPS).

MCIT provides a highly responsive community crisis response to individuals who are experiencing a mental health crisis by the provision of a trained police-mental health team who can assess needs and ensure connection to appropriate services.

According to Ms. Kirkup, MCIT is funded by the Ministry of Health and Long-Term Care (MOHLTC) and the Ministry of Correctional Services & Community Safety Services (MCSCSS). It includes Toronto Police Service based teams such as: St. Michael's Hospital with TPS 51/52 Division; St. Joseph's Health Centre Toronto with 11/14 Division; The Scarborough Hospital with 41, 42 and 43 Divisions; and The Scarborough Hospital – General and Grace Divisions.

Ms. Sarah Kirkup stated that due to an increased awareness of the large number of individuals experiencing mental illness, MOHLTC invested \$55 million dollars Ontario toward programs and services aimed at preventing and reducing involvement of persons with mental illness in the criminal justice system. Consequently, Toronto received over \$10 million in Phase 1 (2006) allocation.

At present, they have four Service types:

1. Crisis and Police-Related Services
2. Court- and Custody-Based Mental Health Services



3. Community-Based Mental Health Services
4. Residential Services

Ms. Kirkup noted that Mr. Keith Cameron, Patient Care Director of The Scarborough Hospital and Superintendent Paul Gottschalk of Toronto Police Service placed MCIT as number one priority and was made operational within two months after funding was approved.

In 2005/2006, the number of persons seen in E.D.s for psychiatric assessment are:

- TSH General Division: 1756
  - 39% of these persons were accompanied by the TPS
- TSH Grace Division: 901
  - 19% were accompanied by TPS

Ms. Kirkup noted that MCIT, as second responders, could more effectively divert Emotionally Disturbed Persons (EDP) from attending the Emergency Departments by the provision of more accurate mental health assessments, effective intervention and follow-up.

The MCIT Registered Nurse (RN), a hospital employee, can process the EDP in TSH ER departments. This results in streamlining of services to the consumer, decrease in ED wait times for TPS Primary Response Units, and Primary Response Units' increase time to respond to other calls and community needs.

Ms. Kirkup discussed the mandate of MCIT which includes intensive, rapid community response service focused on assessment, diagnosis, therapeutic intervention and stabilization of the presenting psychiatric crisis. Its goal is to appropriately manage crisis situations to provide an alternative to arrest and/or unnecessary ER visits.

MCIT's objectives are:

- To relieve the TPS of long waits in hospital EDs with EDPs
- To provide crisis stabilization

- To prevent unnecessary hospitalization
- To divert hospital admissions and ED visits
- To link individuals to the least restrictive/clinically appropriate level of service
- To relieve other crisis responders such as Emergency Medical Services, of time spent with mentally ill individuals

The trained police-mental health team consists of a trained *Police Constable*, who continues to utilize full police powers in all situations, esp. sec. 17 of the Mental Health Act (ability to apprehend based on harm to self/other or unable to care for self), and mental health *Registered Nurse*, with forensic and/or mental-health background.

Mr. MacMullin also noted that a RN is employed by hospital and has access to hospital records & resources, effectively bringing hospital to the individual experiencing the crisis. Ideally, MCIT is called to the scene to conduct a mental-health/crisis assessment and to allow them to do an environmental assessment. MCIT operates as secondary response to 911 calls involving "Emotionally Disturbed Persons" (EDP). MCIT responds only to calls received from the Toronto Police Service via 911, dispatch and police radio calls.

The TPS Primary Response Unit (PRU) is the first or "primary" responders to all 911 calls. After the PRU assesses potential safety issues, need for criminal charges, and general suitability of the situation for the MCIT to attend, the MCIT team takes over PRU on the scene.

According to Ms. Kirkup, the MCIT team serves to assist/replace PRU & EMS in managing "EDP" calls. They provide services to individuals experiencing a crisis such as: recurrence of psychiatric symptoms; problems with medication compliance; substance abuse secondary to mental illness; and need for referrals to social services

programs in the community. They also provide assessments/referrals to any individual involved directly or indirectly in a crisis situation and provide immediate victim services and pending involvement of TPS V/S.

Ms. Kirkup noted that MCIT's primary facility is The Scarborough Hospital. The initial assessment is completed prior to arrival to ED. MCIT also provides outreach/education for other health care facilities as program evolves. They relieve PRU in ER.

Mr. MacMullin also discussed the challenges MCIT face today. At present, they have difficulty for all teams finding RNs. There is a need for relief officers to cover vacations and sick time, ideally two (2) per platoon. Another challenge that they face is relieving PRU. Although MCIT was initially intended to relieve PRU in ER, it becomes problematic for MCIT because approximately 60% of "relief" calls involve individuals who are not actually EDP or could have been managed on the scene.

Ms. Kirkup encouraged everyone to visit [www.shsandjcc.com](http://www.shsandjcc.com) to find out more information on the Mental Health & Justice Initiatives in Scarborough.

**Mr. Mike Federico, Staff Superintendent, Community Mobilization, TPS**

S/Supt. Mike Federico introduced himself as the District Commander of Staff Planning and Community Mobilization Unit of Toronto Police Service. As S/Supt. of Staff Planning and Community Mobilization, he oversees the recruitment; training, including use of force training; staff development and deployment; and the research, development and application of community mobilization programs of the Service. He is also the Chair of the Ontario Region of the National Joint Committee, a committee of senior justice officials from federal and provincial levels who address criminal justice issues of mutual concern.

S/Supt. Federico discussed the Toronto Police Access Line which is a collaboration and integration of services across mental health, police service and criminal justice sectors. There were consultations within the Toronto Police Service (TPS) about how to provide information to frontline officers about the new Mental Health and Justice Services and encourage their use. Workgroup convened amongst agency senior and middle management, TPS and the Ministry of Health and Long-Term Care (MOHLT) to develop training package for frontline officers and agreement was made that a single point of access to the Mental Health and Justice Services would promote their utilization by police. Commitment of resources was made by MOHLT to develop a training strategy and materials for frontline officers across 17 Divisions. With these, the establishment of a single access point for TPS – "the police only Community-Based Mental Health & Justice Service Access Line" was developed.

S/Supt. Federico noted that police can contact the Access Line for people who are: 16+ years of age, have a mental illness and/or are emotionally disturbed, are in the presence of police officer, are at significant risk of imminent or re-involvement with the criminal justice system, are in need of support but do not require apprehension under the Mental Health Act, can be safely supported in the community, and willing to access the service.

He noted that once they meet these criteria, services are available for short-term residential beds, Mental Health and Justice Prevention Program, and information and referral to other community mental health services.

When a police officers is in contact with an individual, they can arrest, provide apprehension under the Ontario Mental Health Act, refer to Mental Health Justice Mobile Crisis Intervention Team (MCIT), or contact Community-Based Mental Health Services police-only Access Line. TPS Access line provides prevention program, community Mental Health services, as well as Access Line staff to help police officers assess the situation.

Training packages were also developed and Division training Sergeants and Community Relations Officers were trained. A coordinator supports trainers through centralized scheduling, distribution of training kits to Divisions, and collation of a “running Q&A”.

S/Supt. Federico stated that they are currently and constantly monitoring the evaluation framework, and the lessons learned through development and implementation. He also noted the importance of continuous evaluation and mobilizing resources.

When asked, S/Supt. Federico noted that phone calls are being coordinated by MOHLT.

**Ms. Lana Frado, Executive Director, Sound Times Support Services**

Lana Frado is the Executive Director of Sound Times Support Services. Sound Times is funded as one of the agencies within the Toronto Mental Health and Justice Network to provide services and supports to individuals with mental health problems in contact with the Criminal Justice System. Within the Network, Sound Times provides Release Planning for individuals about to be released from custody and a Prevention Program for individuals at risk of offending or re-offending in the downtown core of Toronto.

Ms. Frado stated that the Sound Times Support Services is funded by the Ontario Ministry of Health and Long Term Care. They are staffed by consumer/survivors and provide a number of services which are available to consumers, survivors and people experiencing mental health problems. Support and services are available for consumers and survivors who are in contact with the courts, police, probation and parole or who are in custody. Ms. Frado provided a brief overview of the Toronto Mental Health and Justice Network and its collaboration with the Toronto Police Service.

Ms. Frado noted that they provide a Release from Custody Planning service to people who are being

released from a correctional facility. If someone is in custody, he/she can call their Service collect during their office hours.

Please feel free to check their website at <http://www.soundtimes.com> for more information.

**Mr. Mohamed Badsha, Director, Program Development & Community Integration, Reconnect Mental Health Services**

Mr. Badsha provided a background on several reasons why the Toronto Mental Health and Justice Network is needed. He stated that there is significant number of people experiencing mental illness coming into contact with the criminal justice system and pressures are created in inappropriate sectors such as police, hospitals, courts and corrections. He also added that a large number of organizations provides services and support, but not in a coordinated way. In addition, client needs are not being met due to criminalization of people with mental illness, the presence of stigma and lack of access to community services. There is a need to respond effectively to a wide range of people needing equitable access to services.

Mr. Badsha noted that the Toronto Mental Health & Justice Network was established and formed interministerial working group with MOHLTC, MCSS, MCYS, MCSC, MAG, and MPIR. It aims to prevent and reduce involvement in the criminal justice system for people with mental illness by providing services and supports. The network was established to promote the development of a “one-program” culture and facilitate implementation of the range of new services while preserving the capacity to respond specifically to local needs and contexts.

He also noted that the network aims to target individual aged 16 years or older with serious illness who has current, or is at significant risk of, involvement with the criminal justice system. The network was established with a clearly defined target population and a goal to be realized through delivery of the several services such as crisis and

police-related services and Mobile Crisis Intervention Teams (MCIT). In 2000, the first jointly staffed MCIT was created. From 2005 to 2006, there were coordination of public information events about mental health and justice services and issues related to the interface of the two (2) sectors – The Toronto Mental Health & Justice Network and Toronto Police Service. In 2007, development of a local protocol for the provision of mental health crisis services was created.

Mr. Badsha also gave a brief overview of the access line's development process which includes: cross-sectoral planning meetings and operational alignment; mental health sector's responsibility for Access Line operations (CMHA Toronto) and project leadership, staffing and technology; procedure and roll call development, liaison with College training requirements and personnel; and planning and development (training plan, toolkits, coordination), evaluation and on-going monitoring.

Mr. Badsha stressed the need on-going consultation between mental health service providers and police services at both the operational and strategic level to develop common vision and purpose for initiative. They noted the importance to convene senior decision-makers from mental health service agencies (e.g. director level) and the police service (staff superintendent level) with the authority to commit human and financial resources and pass system-wide procedural changes.

Mr. Badsha noted that based on recent evaluation, the amount of reasonable uptake of Access Line service by officers are 95 calls over initial 3.5 mo. Period and over 50% of calls to Access Line due to crisis or specific symptoms of mental illness. There are approximately 7% of individuals referred to prevention services; 15% referred to Safe Bed programs; and 78% were given other information (primarily in relation to other programs and services. Some repeat use by officers suggests satisfaction with the Access Line.

Thanks to Georgina Jose, Toronto Police Services Board for preparing these workshop notes.

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## **Workshop #6 :**

### **MAKING THE RESPONSE TO DOMESTIC VIOLENCE A BOARD PRIORITY**

Presenters: Tom Galloway, Deborah Vittie, Bobbie McMurrich

**Moderator: Ms. Tiffany Paulsen, CAPB Board Member**

**Tom Galloway  
Chair  
Waterloo Police Services Board**

Tom Galloway said that domestic violence, elder abuse and bullying were identified as key priorities for the Waterloo Regional Police Service Board (Waterloo Board). As such in 2005, the Waterloo Board approved the creation of a Domestic Violence Branch.

He said that the Domestic Violence Branch objective is to improve service to the community by providing effective response such as victim services, raising community awareness and addressing the roots causes to domestic violence.

He said the Branch consist of three units; The Domestic Violence Unit, The Elder Abuse Response Team and the Victim Services Unit. It is staffed by 25 police officers, two Counsellors, one Nurse and one Support Staff. The Domestic Violence Branch is housed in the Catholic Family Counselling Centre as part of the Family Violence Project of Waterloo Region.

Galloway said that the Family Violence Project of Waterloo Region (the Project) is a joint effort of

numerous agencies that provides wrap around, seamless services to victims of domestic violence from a single location.

He said that the Project offers victims an opportunity to access a number of essential services all under one roof and that victims are offered choices that fit their needs and individual circumstances. He said that the Project work with a number of different organizations and agencies and that victims are helped to access services that are not at the centre. He said that this program model is based on models being used in California, and that it is unique in that the onus is on the project partners to connect victims to the services they need. This model alleviates the stress and insecurities that may be felt by victims that have to navigate through numerous services.

He said that a number of offices such as police, legal and social services are physically located in the centre and provide numerous services including:

- developing safety plans for victims
- adult and youth counselling
- police domestic violence services
- financial counselling, legal services
- elder abuse services
- crisis support for sexual assault and domestic violence

Housing police officers in the Family Justice Centre not only provides an opportunity for victims to seek required services but enhances partnerships. It removes any perceived barriers of walking into a police station and provides immediate access to the services needed.

In response to a question Tom said that although the Project is located at the Catholic Family Counselling Centre, there is no religious affiliation and services at the centre is accessed by anyone who need it regardless of religion.

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### **Sergeant Deborah Vittie**

### **Domestic Violence Unit Toronto Police Service**

Sergeant Vittie provided an overview of the Toronto Police Service (the Service) Domestic Violence Unit. She stated that the Service recognizes domestic violence as a preventable crime. That education, effective and timely intervention and holding abusers accountable for their behaviour is essential. She said that domestic violence is one of the Service's priorities and that in partnership with community and social agencies the Toronto Police Service works towards sustainable solutions to domestic violence.

She provided the audience with an overview of domestic related calls for service and domestic related homicides in Toronto. According to Sgt. Vittie, the Service responds to an average of 24,000 domestic violence calls for service per year.

She talked about a number of Service initiatives and programs, community and private sector partnerships used to combat domestic violence. Some of these programs include:

- victim notification pilot project, which is a computer-automated program that tracks bails and final disposition for domestic violence criminal harassment and sex crimes offences. The system notifies victims offender releases so that victims can engage their safety plans.
- D.I.S.A.R.M. (Domestic Incident Support and Risk Management) program, which supports victims of domestic violence through court order compliance checks and at home visits. Domestic violence victims receives visits from primary response officers who can address breaches of court order and safety concerns immediately.
- Toronto domestic violence team also work closely with a number of groups and organization like Seneca College, Crime Stoppers, and Victim Services o produce,

distribute and advertise educational posters aimed at educating young people about relationship violence and prevention programs.

- 24-Hour Domestic Violence Emergency Line which provides interpretation services for victims

Sgt. Vittie concluded by providing a brief overview of the Scarborough Access Centre, which has some similarities to the Waterloo Family Violence Project presented earlier by Galloway.

She supports the viewpoint that the cycle of violence needs to be stopped in a way that makes sense for the victims and that the support systems need to offer assistance that is victim driven not system driven.

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**Bobbie McMurrich**  
**Program Co-ordinator**  
**Victim Services Program of Toronto**

Bobbie McMurrich of Toronto Victim Services Program provided workshop attendees with an overview of the Victim Services Program of Toronto. She said that the Victim Services Program of Toronto was established in 1990 as an independent community agency to provide immediate crisis response to victims of crime and sudden tragic circumstance. Victim Services programs operates 24 hours a day, 365 days a year. The program provides varied services including crisis intervention and trauma counselling, links to other services, resources, and advocacy on behalf of victims.

She said that Victim Services is a not for profit agency that has many partners. She said that Victim Service Toronto is located in Toronto Police Services headquarters, but it is a program independent of the police

McMurrich spoke about the Domestic Violence Emergency Response System (DVERS). This program ensures the safety of individuals and their families who are at risk of bodily harm by an ex-partner. DVERS works by providing victims with an ADT personal alarm system, which is worn by the victim at all times. Victims in trouble simply press a button located on the alarm, which then automatically calls 911. Police are dispatched to the victim's address. Victims participating in this program addresses are flagged as high priority.

The Coordinator works with the victim to develop a comprehensive safety plan that covers the victim's safety as well as any children, other family members, friends, colleagues or other parties at risk.

The DVERS Coordinator provides ongoing case management services to approximately 300 clients yearly. Case management includes assessments, counselling, monitoring, advocacy, referrals, linkages and coordination of services.

Referrals for the DVERS Program come from:

- Victim Crisis Response team
- Toronto Police service
- Battered women's shelters
- Other community service agencies and self referrals

Victim Services also provides a program called Support Link. Its objective is to protect adult victims from re-victimization. Victims in consultation with program co-ordinators are provided with comprehensive safety plans and with a 911 linked cell phone.

In response to an audience question about sharing information, McMurrich said that Victim Services work very closely with police officers and that although they share information in terms of providing assistance and victim referral, confidential information is never shared.

Thanks to Karlene Bennett, Toronto Police Services Board for preparing the workshop notes.



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## ***Plenary 4:*** **Ireland's National Police Force**

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### **MODERATOR**

Andrew Graham  
Adjunct Professor, School of Policy Studies  
Queen's University

### **SPEAKER**

Gwen Boniface  
Deputy Chief Inspector  
Garda Siochana Inspectorate, Republic of Ireland

Andrew Graham introduced Gwen Boniface, who was commissioner of the Ontario Provincial Police (OPP) before moving on to the national police force of the Republic of Ireland.

Boniface said she hoped to impart the implications that history and experience have had on Irish institutions, particularly policing. She said providing an overview of the history of policing in Northern Ireland was crucial, to give a complete perspective on policing on the island.

Boniface distinguished between the Republic of Ireland, a sovereign state formed in 1921, and Northern Ireland, which the United Kingdom oversees. Ireland has had a long history of high emigration, with large proportions of the Australian, American, and Canadian populations descending from Irish migrants.

Ireland joined the European Union (EU) in 1983. Economic crisis led Ireland to start economic reforms during that decade, when it was, for a time, the poorest country in Western Europe. Today, however, Ireland ranks as the world's third most economically free country. High standards of education are producing a young, skilled workforce. Ireland has the highest quality of life in the world, according to the Economist Intelligence Unit's quality of life index.

Boniface said this has made Ireland an attractive destination, and foreign immigrants now make up approximately 10% of the population, which is the fastest growing in Europe. More than 167 languages are now spoken in the country. Since a recent downturn in the economy, many immigrants—particularly those from Poland—are leaving to return to their homelands.

While Northern Ireland shares a border with the Republic to the south, travellers are no longer stopped there. The region has had a long history of "the Troubles," although some stability has been gained since 1998's Good Friday agreement, Boniface said. Between 1969 and 2002, 3,352 people were murdered, including 900 members of security services, 202 of whom were police officers. "These are the rough statistics of suffering in a country of 1.6 million people, and do not include the lives affected by suicide, loss, injury, and death."

The Good Friday Agreement was "overwhelmingly endorsed" by the people of Ireland, North and South, in referenda held simultaneously on May 22, 1998. Boniface said the agreement was "an historic breakthrough, with an exclusive democratic and peaceful means of resolving differences. It was hard-fought, and held incredible expectations." As part of the agreement, the government created institutions to carry out the changes. The agreement also included "measures to uphold the protection of human rights and equality, and deal with the consequences of conflict."

Moreover, the agreement included major new initiatives in the crucial areas of policing and justice. After the agreement, Northern Ireland moved away from a more military model of policing. Boniface said one of her inspectors sat on a commission that had reviewed policing in Northern Ireland. The inspector's initial tour was accompanied by "10 officers in flak jackets, heavily armed, in an armoured vehicle." She said at the time of the military model, "some officers were helicoptered in and out of the station for shifts, and you never let your neighbours know

you were a police officer, or you put your family at risk.”

The population of Northern Ireland was 45% Protestant and 55% Catholic, and it was a challenge to put together a review board that would represent everyone, Boniface said. The Patten Commission, which reviewed the police force, eventually made 175 recommendations. One of these was a resolution to move to more representative (50/50) hiring of Protestants and Catholics. Prior to the Commission, only 8% of police officers were Catholic, resulting in a deep distrust of the police force in the Catholic community.

To accomplish this goal, hiring was contracted out to the private sector. The interim goal was to reach 30% Catholic representation by 2010. Currently, the figure stands at 23%.

Another goal set by the Patten Commission was a significant reduction in staff, to move away from the military approach. To achieve this, the police force offered a “significant exit opportunity” for senior officers. The name of the police force also changed from the Royal Ulster Constabulary to the Police Service of Northern Ireland (PSNI), which gave “a sense of obliterating history from the books,” Boniface said. In addition, the Patten Commission created new leadership positions within the police service. A commissioner was hired to oversee the balance of the 175 recommendations.

The office of the police ombudsman had a huge task, Boniface said: “To her credit, she took it over at one of the most difficult times, having to deal with historical complaints about the police force, including allegations of collusion that were still on the books when she arrived.” In addition, Boniface said, “Her son was severely beaten as a direct result of her position. She is highly regarded around the world for what she did, for her ability to walk between the two communities, Catholic and Protestant.”

The Criminal Justice Inspectorate was another new creation of the Patten Commission; it oversees

continuity throughout the justice system, making it one of the “most influential of its kind around the world.”

The police board was formed in the post-conflict stage, when a number of issues still existed. Its role was to hold the chief constable and the service to account. Boniface said it was difficult to get all 19 members of the board to the table, and it was some time before they had a full slate of candidates. “They continue to be a very impressive group in terms of forging forward in the peace process,” Boniface said.

She spoke about the police force for which she has been hired to consult, *An Garda Siochana* (also known as “Gardai”), which translates as “Guardians of the Peace.” The force is also the state security service, but “unlike the separation of the RCMP and CSIS, they have made a very conscious decision to keep the two elements of the force together,” Boniface said.

The service employs 14,076 members, and fewer than 2,000 civilian staff. Boniface said, “It’s seen as a family tradition to join the Gardai—it’s seen as a vocation by the Irish people.”

*An Garda Siochana* is still an unarmed police force, with only detectives carrying firearms. Boniface referred to a quote by the first commissioner of *An Garda Siochana*, Michael Staines: “The *Garda Siochana* will succeed not by force of arms or numbers, but by their moral authority as servants of the people.”

Boniface said the Gardai had hired foreigners to the Inspectorate for several reasons, including the Barr Tribunal, which resulted from the shooting of a mentally ill person who had barricaded himself in a building before firing at officers. “This was a lengthy tribunal that looked at the Gardai’s capacity to respond,” Boniface said.

The Morris Tribunal, which resulted from an allegation of corruption in Donegal, in the northwest of Ireland, also spurred change within the Gardai. “The scandal resulted in revelations of the planting of evidence, illegal arrests, and



significant issues over framing people,” said Boniface. The Tribunal, originally slated to sit for two years, ran to six. It released seven reports as modules, which, Boniface said, “for the police service was like losing a toe at a time. Every time it got on its feet, there was another report.”

The *Garda Siochana* Act of 2005 saw the Office of the Ombudsman Commission, the Inspectorate, and district policing committees—rather than a police service board—taking over the governance of the police force. The minister acts as the overseer of the service, and the committees report to him. “The use of district committees was in stark contrast with the North, where the board was necessary because they were dealing with a divided society,” said Boniface.

Boniface described the team she works with: three members appointed by the government on three-year contracts; an eight-person, full-time support team; and consultancy support. In addition, the team carries out its functions independently.

The other two members of the Inspectorate are American. Kathleen O’Toole, the Chief Inspector, was appointed to the Boston Police in 1979 and was a member of the Patten Commission. Robert Olson is a public safety consultant who most recently oversaw a policing project in Jamaica. Boniface rounds out the team.

“Our role is to ensure that resources are available to *An Garda Siochana*,” Boniface said. The team carries out inspections on the ground and in the field, reports to the minister, and advises the minister on best police practices.

Boniface said, “We knew we were outsiders and would need to earn the Irish people’s trust.” They aim to be fair, honest, independent, objective, supportive, and culturally aware.

In its research on police services, the Inspectorate investigated services in Stockholm, Sweden, Northern Ireland, and Ontario. The Inspectorate has recommended the creation of a new senior management structure and new civilian posts.

In response to the Barr Tribunal’s recommendations, the Inspectorate has focused on the police force’s response, both initial and second-tier. Challenges in the areas of logistics and equipment meant that in rural areas, people sometimes had to wait four to five hours for police response. First responders with no firearms were singled out as a crucial area for improvement, as was the size of the force’s fleet of vehicles. “They are a foot patrol force, not a mobile force,” Boniface said. Any officer has to start his or her career on foot.

The Inspectorate has seen considerable improvement in a number of areas, including the use of bullet-proof vests, firearm training, and increased safety for frontline services. The service has also made great advances in roads policing: “Ireland has moved from almost twentieth in the EU for road safety, into the top 10,” Boniface said. Part of the reason for this success is a change in legislation, requiring any driver stopped in a RIDE program to submit to a Breathalyzer test, regardless of whether he or she has been drinking.

The report released by the Inspectorate met with the support of the media and civil liberties associations, and most of its recommendations have been fully accepted. The Inspectorate has also recommended that *An Garda Siochana* move towards more community policing, visibility, and strategic policing.

Two future initiatives for *An Garda Siochana* are cultural and ethnic diversity, and community engagement. Expanding language capacity is a matter of immediate concern, and Irish police are now required to speak any second language, whereas previously the Irish language was required. “The inability to investigate crimes in immigrant communities has been a problem, and they are really reaching outside the organization to solve it—even hiring Canadians,” Boniface said.

Finally, Boniface said, “I’m very honoured to be asked to be here, and equally honoured to have been invited to a country that welcomes outsiders to be a part of their police service.”

## Discussion

A participant asked Boniface to comment on the difference between Canada's approach to dividing police services regionally, and the Irish approach, which, he said, seemed to not have as many conflicting levels of jurisdiction.

Boniface said *An Garda Síochána* does "everything, including immigration." She described it as a unitary police service. "I've always believed that bigger is not always better, but in a nation as small as Ireland, it does seem to work. But it does not get rid of the problems you refer to. Information sharing across different areas is still a challenge, because the force is still divided into different regions."

Another participant asked Boniface what forms of performance measurement the Inspectorate uses. "One of the things we're looking at is whether or not we should actually talk in convictions," Boniface said.

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## **Panel: Chiefs' and Associations' Expectations of Police Services Boards**

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### MODERATOR

Andrew Graham  
Adjunct Professor, School of Policy Studies  
Queen's University

### SPEAKERS

David Griffin  
Executive Officer  
Canadian Police Association

Chief Thomas Kaye  
Vice-President Ontario  
Canadian Association of Chiefs of Police

Andrew Graham introduced the two speakers, Chief Thomas Kaye and David Griffin, who

addressed issues concerning what is expected of police boards in Canada.

Griffin said police boards are an important part of the democratic process, and policing has had a long tradition of civilian board governance to foster accountability. For 150 years, police boards have played an important role in Ontario; with this in mind, Griffin said the events leading up to the Ipperwash inquiry seemed ironic to him.

Even where police boards exist, police services are still exposed to partisan influences, and despite any "window dressing," many police boards are organs of their elected councils, Griffin said.

In 2006, Griffin asked his colleagues to comment on the quality of the governance in their jurisdictions and to provide suggestions for improvement. He received remarkably consistent comments. A common theme was governance independence, and whether police boards were perceived as instruments of their elected municipal councils. Some colleagues suggested doing away with the police boards and dealing directly with the municipal councils, in the same way that the fire departments do.

Police boards need to do a better job of succession planning, and training, Griffin said, as new members to the board face a steep learning curve. This would help avoid constant turnover. The boards must address inappropriate behaviour, and board vacancies should be filled in a timely manner.

In the study, Griffin's colleagues also said the boards and their members do not clearly understand the roles and responsibilities of the board.

If police associations expect police boards to challenge management, Griffin asked, then why are so few grievances disputed at the board level? The consensus from his colleagues was that the chiefs of police are "leading the boards by the noses."

Another concern raised in Griffin's study is that the chief portrays the board as a "necessary evil," a sentiment that trickles down to the rest of the organization. Selecting a new chief is the most important decision a police board has to make. The challenge is defining the suitable candidate and then having to choose from a predetermined pool. Griffin said this process should focus more on long-term planning.

More collaboration is needed between the board, chief, police officers, and community, even in times of crisis, Griffin said. If a senior elected municipal officer is also the chair of the police board, is there a perceived lack of independence?

The CAPB has conducted studies on ways to improve the police boards, including assessing risk and creating a board audit committee. Griffin said Canada needs a common standard for police board governance. This common standard should include self-assessment, penalties for members that do not meet expectations, independent audits, improved relations with police associations, and adequate oversight of police boards.

"Until this occurs, we will continue to have doubts about the effectiveness of police boards," Griffin said. "My challenge to you is to leave this conference with a renewed sense of purpose and determination."

Kaye said the Canadian Association of Chiefs of Police (CACP) does not have a formal position on police boards, and the opinions he was about to express were his own. The CACP has a relationship with the police board not just in Ontario, but also across the country.

The police must be independent but also accountable, and accountability mechanisms must be in place to maintain the trust of the public, Kaye said. Police boards have formal rules, policies, standards, hiring and succession planning, accountability for finances, and discipline processes.

The expectation is that the board's relationship with the police chief and the police services is

founded on sound business practices and respect. "People say that chiefs have too much control over the boards, but it would be hard to imagine that a police chief could walk into this room of well-educated professionals and politicians and tell them what to do."

Just because the board "gets along with the chief" does not mean that board "is being taken in by the chief," he said; he added that he expects the board will continue to communicate clearly what it needs from him, and provide "clear standards of measurement" for him.

Boards cannot interfere in the daily operations of the police service, and it is therefore difficult for them to make decisions when they do not necessarily know the day-to-day context of the operation. "If there is a good relationship between the chief and the board," Kaye said, "everyone gets the information required to make those decisions."

The board has a great deal of responsibility in the area of budgeting, and police services have a different budget from other areas of the municipality, as there is no way to budget for all possibilities. Holding someone accountable when they are subject to radical change is difficult, Kaye said. The board members have to understand and endorse the budget because it is the board's budget, not the chief's budget, even though the chief puts it together.

Some politicians on the police boards have access to areas of city council to which police chiefs do not. Kaye said he relies on members of the board to ensure they understand the facts and relay that information back to city council. Many problems are based on a lack of information being transferred back to council.

Public confidence will continue to grow when the public sees discussion is open and members of council are aware of what is going on with police services, Kaye said.

Better advocacy is needed from members of the board at the provincial and federal level. Board

members must be trained and educated on local issues, and attend meetings and be aware of what is going on. If the police boards are to be a serious component of the municipal structure, they must address the issue of turnover and the lack of tenure.

With respect to the use of Tasers, an issue that has been in the news lately, the public looks to the police boards, not the police chief, to either endorse or not endorse them, Kaye said. "People look at the police board as being the independent person. You are representing the average person."

Police services face a huge challenge in recruiting police officers; this will be a significant problem for the police boards in the next few years. There is also a disconnect between what the officers are being paid and their actual living expenses.

Graham said two years ago, he completed a study for the Conference Board of Canada on governance, and the same issues of relationships and performance came up at that time. Determining how much the board should know and be involved in is a dynamic process based on respect for the different roles. Graham quoted a colleague who said "the board has a duty to have its nose in and fingers out."

## **Discussion**

A participant asked Griffin who should be overseeing the police services board, saying he thought it should be city council, but it is probably the media. Griffin said some jurisdictions have a ministry role that oversees the police services board. He said he could see how city council overseeing the police budget would work, but on other issues, he would be leery of inviting more political interference.

Another participant said the police chief plays a role, not only as the leader but also as the employer, which causes some tension. The police chiefs might benefit from reviewing their dual role and receiving some training on good employer and employee practices. Griffin said the police

services board is the employer, and the chief is the manager. Sometimes the qualities that make a good police officer do not make a good manager.

A participant said the police board must hear both its members' and police chief's concerns when making decisions.

Another participant said serious imperfections exist within the current police board system. Holding the police chief publicly accountable would be viewed as a coup, particularly in the media. No other organization's day-to-day operations are considered front-page news. The issue of resources relates to access to more information, the participant said. However, police board members are not paid to work full time and therefore do not have the time to gather the information they need.

Kaye said because most boards do not have resources or time to gather information, they come to him for information, which can be perceived as their mimicking what he tells them. The police boards would have to hire an independent person to collect that information.

Griffin said it is difficult to be seen disciplining the police chief because the media will jump all over it. "If our dirty laundry ends up in the media, then we've lost control. The issue can be resolved in an informal manner by just sitting down and airing everyone's concerns," he said.

Graham said "there are formal accountability processes, and then there is answerability." Some kind of "back and forth" is needed between the police board and the chief, but unfortunately, the public views this interaction as a form of blame.

A participant asked the panelists for ideas on fostering relationships with the police associations outside of the grievance or negotiations process.

Griffin said it starts with scheduling regular meetings and establishing a relationship that allows each party to pick up the phone and talk about a problem at any time. Kaye said he has an "open door policy," and anyone who has an issue

can come in and see him. “Communication is key. You have to be able to speak clearly and ensure that everyone understands the process, and that the issue is not that big,” he said.

A participant said she did not agree with Kaye that budgeting for policing is different from any other organization or department of the municipality. It is a very “nuts and bolts” process, she said, and too much time is spent talking about budgets. The boards should focus on this area, deal with it, and move on to focus on the real issues.

Kaye said that in his opinion, the fluctuations within the police budget are really not the same as other organizations. They spend a significant amount of time, effort, and money on the budget, starting in September, until it is passed in March. He said there has not been much innovation in terms of budgeting for policing, and politicians have learned that if there is enough public outcry for something, the money will be found somewhere.

### **CAPB 2008 GOLF TOURNAMENT**

The 2008 Annual CAPB Golf Tournament was held at BraeBen Golf Course in the City of Mississauga on August 14, 2008. The tournament was co-hosted by the Regional Municipality of Peel Police Services Board and the Toronto Police



Services Board, and tournament co-hosts were Regional Councillor Frank Dale, Peel Police Services Board, and Ms. Judi Cohen, Toronto Police Services Board.

#### **Tournament Team 2008**



**Frank Dale, Rodney Fong, Johnny Bower, Tom McKenzie, Nelson Simard, Chris Clement and Judi Cohen pose with CAPB trophy.**

The charitable organization selected to benefit from funds raised through the tournament was the 2824 Royal Canadian Army Cadets, Cadet Organization Police School (C.O.P.S.) This unit is closely affiliated with Peel Regional Police, and is currently the largest Army Cadet unit in Ontario, with a membership of 225 cadets.

The staff committee supporting the co-hosts was comprised of Acting Sergeant David Kennedy, O-I-C, C.O.P.S., Inspector Len Favreau, Peel Regional Police, and Ms. Shelley Porteous, Peel Police Services Board. In addition to the generous support of the Peel Police Services Board and the Toronto Police Services Board, sponsorships and donations were sought from the Region of Peel, members of the local business community, and fellow C.A.P.B. members.

There were a total of 126 golfers registered to play in the tournament – 56 were CAPB conference delegates or companions, and 70 were supporters of the C.O.P.S. program. Contests included Low Gross Foursome, Most Honest Foursome, Longest Drive (Mens and Ladies) and Closest to the Pin (Mens and Ladies). The winning foursome, with a score of 8 under par was: Mayor Chris Clement (Victoria), Mr. Nelson Simard (Oxford), Mr. Rodney Fong (Lethbridge) and Chief Tom McKenzie (Lethbridge).

At the conclusion of the day, approximately 70 CAPB conference delegates and guests joined the golfers for a barbeque dinner. Councillor Dale and Ms. Cohen acted as M.C.'s for the evening, and the program included remarks on the C.O.P.S. program from Acting Sergeant D. Kennedy and Mr. Joe Ryan, Dieppe Veteran. Each guest was given a C.O.P.S. Challenge Coin to commemorate their attendance at this event. The evening also included the awarding of trophies, prize and raffle draws, and a live auction. Peel Regional Police Honorary Chief Johnny Bower was in attendance, and golfers and guests alike were delighted with the opportunity to meet him.

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Through the support of the Peel Police Services Board, the Toronto Police Services Board, Peel Regional Police, the Region of Peel, numerous members of the business community, as well as the enthusiastic participation of those in attendance in the draws, raffles and auction, \$21,318.58 was raised for the C.O.P.S. program. These funds will provide badly needed equipment and support field trips for the young people involved in the C.O.P.S. program.

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**CAPB 20<sup>TH</sup> ANNIVERSARY CONFERENCE  
SYDNEY, CAPE BRETON  
August 14 – 16, 2009**



**Jim MacLeod, Deputy Chief Myles Burke & Mayor  
John Morgan**

On Sunday morning, August 17, Cape Breton was front and center with a kick off breakfast that included video, lively Celtic music and a well dressed trio from Sydney who inspired delegates to experience the warmth of Maritime hospitality when CAPB celebrates their 20<sup>th</sup> Anniversary in Nova Scotia next summer.

Cape Breton Island has lured visitors to her shores for thousands of years. It is an amazing place where the sand and the sea air have joined forces with the enchantment of her history to create an indescribable atmosphere. Travel and Leisure Magazine recently named Cape Breton Island the number one Island to visit in the continental United States and Canada.

**CAPB 2009 CONFERENCE**

**AUGUST 14-16, 2009**

**Accommodation: Delta Sydney**

**Room Rate: \$154 per night (single/double)**

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CAPB CONFERENCE	CAPB BANQUET In support of Victim Services Program of Toronto	CAPB GOLF TOURNAMENT In support of Cadet Organization Police School (C.O.P.S.)
<p><b>PLATINUM</b></p> <p>Toronto Police Services Board Toronto Police Service</p> <p><b>GOLD</b></p> <p>Cape Breton Regional Municipality Public Safety Canada City of Toronto</p> <p><b>SILVER</b></p> <p>Toshiba</p> <p><b>BRONZE</b></p> <p>Abbotsford Police Board Canadian Association of Chiefs of Police Cornwall Community Police Services Board Delta Police Board Durham Regional Police Services Board Edmonton Police Commission Halton Regional Police Services Board Kawartha Lakes Police Services Board Kingston Police Services Board London Police Services Board Niagara Regional Police Services Board Nova Scotia Association of Police Boards Ottawa Police Services Board Oxford Community Police Services Board Peel Police Services Board Prince Albert Board of Police Commissioners Robertson Stromberg Saanich Police Board Saskatoon Board of Police Commissioners Sudbury Police Services Board Timmins Police Services Board Vancouver Police Board York Police Services Board</p>	<p>Via Rail Canada</p> <p>Westin Hotels &amp; Resorts</p> <p>Courtyard Marriott</p> <p>Pantages Hotel Toronto Centre</p> <p>Marriott - Toronto</p> <p>Downtown Eaton Centre</p> <p>Days Hotel &amp; Conference Centre - Toronto Downtown</p> <p>G&amp;A Corporate Events and Consulting</p> <p>DownTown Yonge BIA</p> <p>Hicks Morley</p> <hr/> <p><b>In-Kind Sponsors</b></p> <p>Blue Line Magazine Cedar Springs Destination Cape Breton Fisherman's Friend</p>	<p>Algonquin Power Income Fund Barefoot Wines BGS Intertrade Ltd. Blaney McMurtry BraeBen Golf Course Canadian Police Association Chubb Security Systems CITI Cards Canada Dakota Communications Inc. Erin Mills Acura Espar Products Feast Your Eyes Inc. Frost Distributing GE Canada Geo. A. Kelson Co. Ltd. Golf Clearance Warehouse Golf Town Halton Regional Police Services Board John D. Rogers &amp; Associates Inc. KC Renovation &amp; Restoration Kings Pastry Lethbridge Police Service Louisbourg Pipelines Inc. Menkes Developments Ltd. Mississauga Transit Ontario Clean Water Agency Osprey Valley Resorts Ottawa Police Services Board Peel Crime Stoppers Peel Police Services Board Peel Regional Police Peel Regional Police Association Peel Regional Police Senior Officers' Association Perley-Robertson, Hill &amp; McDougall Photo Plus Rapini's Ristorante RBC Insurance Regina Board of Police Commissioners Samuel Strapping Systems Sportchek Square One Shopping Centre Sunrise Tools Tim Hortons Toronto Police Services Board Trophy Foods Inc. United Steelworkers Whitaker Pool &amp; Spa Service Ltd. York Police Services Board</p>

## A large collage of 20 photographs showing various community events. The images include: police officers in uniform, firefighters in gear, and citizens at social gatherings, fundraisers, and public appearances. Some photos show groups of people posing for a picture, while others show individuals in action, such as a person speaking at a podium or a police officer with a dog. The events appear to be organized by a community group, likely the 'Friends of the Fire Station' mentioned in the text.

THANKS SO MUCH TO THE TORONTO POLICE SERVICES BOARD STAFF, ALL THE  
VOLUNTEERS; AND WE OWE A VERY SPECIAL DEBT OF GRATITUDE TO  
SERGEANT TODD HILLHOUSE FOR GOING ABOVE AND BEYOND THE CALL OF DUTY.