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CACCP Bulletin

Canadian Association of Chiefs of Police

Annual Review 2007



*"...Leading progressive
change in policing"*

INSIDE...



2007 Annual Review



ACP

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2007 Annual Review



ACP

*“...Leading
progressive change
in policing”*

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Jean-Guy Gagnon, Service de police de la Ville de Montreal;
Chief Calvin Johnston, Regina Police Service; Chief Thomas J. Kaye,
Owen Sound Police Service;

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Chief Jack Ewatski (rtd), Winnipeg Police Service

Executive Director: Peter Cuthbert

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President's Message: 2007 Annual Review

I am delighted to introduce this 2007 Annual Review of the Canadian Association of Chiefs of Police activities, comfortable in the knowledge that it represents an excellent year in the Association's 102 year history.

As we reflect on 2007, I'd like to congratulate outgoing President Jack Ewatski on a job well done. I continue to appreciate his wise and generous counsel. I would also like to congratulate and thank Peter Cuthbert, our Executive Director and our employees for the fantastic effort that went into achieving our 2007 results. Since taking office, I continue to be impressed by the breadth and complexities of subjects and challenges this small group tackles on a daily basis.

2007 saw improvements to services and expansion of programs for our members. We significantly increased the number of learning opportunities for police managers and executives across the country. Our committees have embraced the opportunity to share the outcomes of their work with members by hosting conferences and workshops. The Aviation Security and Quality Assurance Committees were established, and the Ethics Committee moved from sub-committee to full committee status in response to emerging issues and needs identified by our members. Notable achievements included the introduction of the Crime Prevention Committee's Literacy Project, focused on increasing police officer awareness of challenges to successful communication caused by low literacy and encouraging police participation in literacy training to prevent crime and lower recidivism. In house, we launched the digital Police Chief Magazine and worked to redesign the Association website to increase its usefulness to members across the country.

We continued to work with our partners, including the Bank of Canada, the Canadian Bankers Association, Youth Justice, CN, Transport Canada, the National Safety Council, and Microsoft Canada to recognize and share the efforts of police members across the country in activities ranging from adapting the use of biometric identification for airport workers and the development of investigative strategies for transnational crime to working with youth, and supporting national traffic safety and counterfeit deterrence initiatives.

It has been a particular pleasure to lead the process of reviewing and renewing the CACP's Constitution and strategic plan. Far from being a dry institutional exercise, it has been an energizing undertaking involving passionate discussions and wide-ranging input from our members and partners. I will be sharing the outcomes of our efforts with you soon.

We are however, not yet content. There is much work to be done. I look forward to working with you to meet the challenges of 2008 and to continuing our efforts to enhance our services and increase the effectiveness and efficiency of our business processes.

I would like to say a special thank you to the many business people who support our work by advertising in the Annual Review. As a result of your support, we are able to share the work we are doing with citizens, advertisers, police services, public institutions and partners in public safety.

At the CACP we believe that together we can make Canada and our communities a safer, more secure place to live, work and raise families. Thank you for helping us to work towards that goal.

*Deputy Director General Steven Chabot
Surete du Quebec*

2007-2008 CACP Executive and Board of Directors



**DEPUTY DIRECTOR GENERAL
STEVEN CHABOT, O.O.M.**
Sûreté du Québec, President

Deputy Director General Steven Chabot was born in Lachute, Québec, and began his career in policing in 1977. As a police officer he has worked as a patrolman, investigator, first-level manager in the realm of patrols and investigations, and then as a senior manager in the same fields.

Two key dimensions characterize his career. First, he has worked extensively in positions devoted essentially to the achievement of the Sûreté du Québec's mission, i.e. patrols and investigations. Second, he has worked extensively in strategic positions focusing on administrative, operational and policy issues. The responsibilities assumed pose challenges both from the standpoint of police work, and operational and administrative management in key units to which are assigned portions of the organization's mandate. Until now, he has met these challenges in a major police force. In July 2003, he was promoted to his current rank of Deputy Director General, criminal investigations.

In his role, he covers these key responsibilities:

- *In collaboration with the Director General and Commanding officers, he co-manages the Sûreté du Québec and advises the Québec government, in particular the Ministry of Public Security, on questions pertaining to public security in Québec;*
- *Manages the criminal investigations sector in accordance with the government's mandates, priorities and objectives and the organization's strategic policy directions (1,125 police officers and civilian employees, a \$35-million direct budget and a \$110-million indirect budget);*
- *Assumes in the organization the necessary functional authority with respect to criminal investigations. Deputy Director General Chabot is fluent both in French and in English. He holds a Master's degree in public administration (École nationale d'administration publique), a Degree in human resources management (UQUAM, Québec University in Montréal) and was a University teacher at Quebec University in Trois-Rivières in Management. In addition, he is a graduate of numerous courses at the École nationale de police du Québec, Hautes Études Commerciales (Montréal University), University of Québec in Montréal, Service de la Direction des Ressources Humaines de la Sûreté du Québec.*



CHIEF JACK EWATSKI (RTD)
Winnipeg Police Service, Past President

Jack Ewatski commenced his policing career with the Winnipeg Police Department in 1973. He has contributed to all branches of the Service, spending the majority of his career working in the area of criminal investigation. He was appointed to the position of Chief of Police in November 1998 and commenced his retirement in September 2007.

He is the immediate Past President of the Canadian Association of Chiefs of Police and a member of the International Association of Chiefs of Police and the Major Cities Chiefs Organization.

Chief Ewatski sits on many Boards including the Canadian Police College Advisory Board and the Canadian Police Sector Council.

He is a graduate of several programs at the Canadian Police College and has attended the Federal Bureau of Investigation's National Academy and National Executive Institute. He holds certificates from the University of Virginia as well as Harvard University.

Chief Ewatski has developed expertise in the area of emergency response and management, having lectured in Canada and Europe on this subject.

He is a recipient of the Police Exemplary Service Medal, the Queen's Jubilee Medal and the Manitoba Excellence in Law Enforcement Medal.

Chief Ewatski has been involved in sports as a coach and an official, having spent seven years as an on-field official with the Canadian Football League. As a hobby Chief Ewatski, a licensed pilot, flies small aircraft.



CHIEF FRANK A. BEAZLEY, O.O.M.
Halifax Regional Police Service, Vice President

Franks A. Beazley was appointed to the position of Chief of Police for Halifax Regional Police on July 1, 2003, after serving a nine-month term as Acting Chief.

During his tenure as Acting Chief, Halifax Regional Police realized several significant accomplishments, including the successful negotiation of a 12-year Collective Agreement with its members who are represented by the Municipal Association of Police Personnel;

undertaking the Policing Study with the Royal Canadian Mounted Police Halifax Detachment to achieve a more efficient and effective police service for the citizens of the Halifax Regional Municipality and preparing to host the 98th Annual Canadian Association of Chiefs of Police Conference in August 2003.

Chief Beazley joined the Halifax Police Department in 1970 and has worked in many divisions and sections during his policing career. As a Staff Sergeant and Inspector, Chief Beazley was the Officer in Charge of the Human Resources and Training Division of the Halifax Police Department for six years. He also held the positions of Superintendent and Deputy Chief of Operational Support with Halifax Regional Police.

Chief Beazley has received the distinction of Officer of the Order of Merit (O.O.M.) and is a recipient of the Police Exemplary Service Medal and Queen's Golden Jubilee Medal. As an active member of the Nova Scotia Chiefs of Police Association and the Canadian Association of Chiefs of Police (CACP), he serves as CACP Vice President for Atlantic Canada and is a member of the Counter Terrorism and National Security Committee of the CACP. He also serves on the Executive Committee of Criminal Intelligence Nova Scotia, the Safer and Stronger Communities Committee, the Minister's Task Force on Safer Streets and Communities, the Mayor's Round Table on Violence, and is Chair of the National Weapons Support Team Advisory Committee. He is a member of the Genealogical Association of Nova Scotia, the Mainland South Heritage Society and the Charitable Irish Society of Halifax, Royal Canadian Legion Vimy Branch 207, and is a member of the Champions program, Canadian Mental Health Association, Nova Scotia Division.

Chief Beazley is a graduate of the Queen's University Executive Program and has taken courses at the Canadian Police College, Dalhousie University and Saint Mary's University, concentrating in Law and Human Resources.



**ASSISTANT DIRECTOR
JEAN-GUY GAGNON, O.O.M.**

**Service de police de la Ville de Montréal,
Vice President**

Hired by the Service de police de la Communauté urbaine de Montréal in 1983, Assistant Director Jean-Guy Gagnon, O.O.M., has been Chief of Operations at the Service de police de la Ville de Montréal (SPVM) since June 2005. In this position he is in charge of community services for all four areas of the SPVM, the Department of Special Investigations and the Department of Corporate Operations. The units he is managing are very different and total 4,376 police officers and 988 civilian employees.

He holds a master's degree in Public Administration from the École nationale d'administration publique (ENAP) and a diploma in Human Resources Management. This education has prepared him for the duties pertaining to the high-ranking executive positions he was successively awarded, two of them in particular: Assistant Director of Investigations Management, where he has organized operations for the prevention of terrorist activity as part of the National Plan Against Terrorism and helped resolve files related to organized crime, major crimes, and proceeds of crime; and Chief of Community Services - Southern Area, a new regional structure resulting from the Neighbourhood Police Optimization Program, the implementation of which he had to co-ordinate.

In 1988, he was already involved in investigations as an officer doing shadowing in the Center area. He nurtured an interest for that aspect of policing and, in June 1992, became Detective Sergeant, and then Detective Lieutenant of Carcajou in 1996. A year later, he was Commander of Carcajou, where he was in charge of major cases involving criminal motorcycle gangs. In February 1998, he was appointed Commander of the Organized Crime Division, where he continued to lead, steer and manage major investigations.

Mr. Gagnon represents the SPVM in several committees, where he approaches the tasks at hand with the same philosophy he applies to his daily duties:

- *encourage the leadership of each person and develop communication between all, in order to get the best out of team work.*



CHIEF CALVIN JOHNSTON, O.O.M.
Regina Police Service, Vice President

Cal Johnston became Chief of the Regina Police Service in September 1998. Prior to that, he served as a member of the Calgary Police Service from 1980. Growing up in Regina, he attended Thom Collegiate and graduated from the University of Regina with a Bachelor of Arts in 1979. In 1987, he received a Master of Arts Degree from the University of

Calgary. In addition to numerous police-related courses attended in both Canada and the United States, he has completed the Operations Leadership Course - Queen's University, Executive Development Program; Safety and Performance in Shift Work Operations (Work Schedules and Circadian Rhythms)-Harvard University, School of Public Health; and the Senior Management Institute for Police - Police Executive Research Forum (PERF).

In 1998, Cal Johnston participated in the development of a police practice and procedures handbook as a member of the Police Futures Group of the Canadian Association of Chiefs of Police (CACP). He has guest lectured at the University of Calgary (Leadership and Power), Mount Royal College (Forensic Evidence and Team Investigation),

and the University of Regina (Policing in a Democratic Society). He was an eight-year member and five-year Chair of the National Police Information and Statistics (POLIS) Committee - a CACP and Statistics Canada (CCJS) partnership.

He is a member of the International Association of Chiefs of Police, Canadian Association of Chiefs of Police, Police Executive Research Forum, and the Past President of the Saskatchewan Association of Chiefs of Police. Currently, he is Chair of the Criminal Intelligence Service Saskatchewan (CISS) Executive Committee, a member of the Board of Directors of the Regina United Way, and the Western Vice-President of the CACP. In 2005, he was appointed as Officer in the Order of Merit of the Police Forces by the Governor General.

Chief Johnston believes in the shared responsibility between police and community in strategies and practices to address crime and crime prevention. He and the Regina Police Service have a strong commitment to community-based policing, focusing on external partnerships and the pivotal role of front-line personnel.

Cal and his wife Linda have two children, four grandchildren and too many pets.



CHIEF THOMAS J. KAYE, O.O.M.
Owen Sound Police Service, Vice President

Thomas J. Kaye began his policing career in December of 1976 with the Metropolitan Toronto Police. He has since served with the Shelburne Police Service and the Cobourg Police Service before being appointed to the position of Deputy Chief of Police for the Smiths Falls Police Service. In 1995 he was appointed

Deputy Chief of the Owen Sound Police Service and promoted to Chief of Police in 1997.

Chief Kaye has been an active member of the Ontario Association of Chiefs of Police and is past Chair of the Community Policing Committee, Police Restructuring Committee and the Justice Reform Committee. He has served as a Director, Secretary-Treasurer, Vice President and President of the Ontario Association of Chiefs of Police. Chief Kaye served as Chair of the Ontario Police Technology and Information Co-operative for five years during the introduction of a new police records management and dispatch system for a number of police services in Ontario.

Chief Kaye has also served for the past eight years as a member of the Governing Body Executive for the Criminal Intelligence Service for Ontario. He currently holds the position of Vice Chair.

Prior to his election as Vice President for the Canadian Association of Chiefs of Police, he served for three years as Director

for the Province of Ontario. He has also served on the National Policing Service Committee for the CACP.

Chief Kaye has attended numerous courses in both police training facilities in addition to university and colleges. He is a graduate of the Georgia State University

G.I.L.E.E. Program and has lectured extensively on police-related topics. Chief Kaye is the recipient of several awards, most notably the Order of Merit of the Police Forces, the long service medal with bar and he has been inducted into the Special Olympics Hall of Fame.

Chief Kaye and his wife Sharon have been married for 25 years and have three children, two of whom are pursuing postsecondary studies while the third works in emergency rescue.



**COMMISSIONER
JULIAN FANTINO, C.O.M.**

Ontario Provincial Police, Secretary-Treasurer

Appointed Commissioner of the Ontario Provincial Police (OPP) on October 30, 2006, Julian Fantino accepted responsibility for one of North America's largest deployed police services - a police service comprised of over 5,500 uniformed members, 2,000 civilian employees and 850 Auxiliary members who provide services to over 922,752 square kilometres of land and 110,398 square kilometres of waterways. Commissioner Fantino oversees frontline delivery, administrative support services and specialized and multi-jurisdictional investigations throughout the Province of Ontario.

In March 2005, Julian Fantino accepted the role of Commissioner for Emergency Management, and was responsible for providing leadership to all facets of the government's emergency management programs, including the provision of expert advice and guidance to the Premier and Cabinet on policy, procedures and legislation for provincial emergencies and other crises.

Commissioner Fantino was appointed Chief of the Toronto Police Service in 2000. Toronto has one of the largest municipal police services in North America, responsible for policing a city of almost 2.5 million people.

Commissioner Fantino was the Chief of York Regional Police from 1998 to 2000. During that time, he led a number of progressive changes and initiatives to ensure optimum officer and public safety through enhanced resources and training. He was also the Chief of the London Police Service from 1991 to 1998. During his tenure, significant changes took place, including formation of an Emergency Response Unit and a Public Order Unit, opening a Police Reporting Centre and the development of numerous community

partnerships. During his 23 years with the Metropolitan Toronto Police, Commissioner Fantino served in many areas, including uniform patrol, undercover drug enforcement, Detective Branch, Criminal Intelligence, Homicide Squad and as a Division Commander.

Commissioner Fantino has lectured extensively to the police community, the public sector and government bodies in Canada and the United States. He is the Past President of the Ontario Association of Chiefs of Police and Past Chair of the Canadian Association of Chiefs of Police Organized Crime Committee. Commissioner Fantino is also past Vice President at Large of the International Association of Chiefs of Police and was a member of the Major Cities Chiefs.



DAVID H. HILL, C.M., Q.C.
CACP General Counsel

David was born in Ottawa, and following his education at Queen's University (B.A., 1962; L.L.B., 1965) and Osgoode Hall, 1967, he was admitted to the Bar of Ontario in March 1967. He is a Member of the Order of Canada. He was appointed Queen's Counsel in 1982. He is the recipient of a number of other honours,

such as National Patron, Partners in Research, 2005; Honorary Life Member, Canadian Council for Tobacco Control, 2003; Queen's Golden Jubilee Medal, 2002; President's Recognition Award, Canadian Association of Chiefs of Police, 2002; the United Way Community Builder Award, 2002; the Biomedical Sciences Research Ambassador Award, 2000; the David Smith Centre Award, 2000; the Loeb Health Research Institute Medal, 1999; the Gordon F. Henderson Award of the County of Carleton Law Association, 1998; the 125th Anniversary of the Confederation of Canada Medal, 1992; Canada Volunteer Award Certificate of Merit, 1991; Honorary Life Member, Canadian Cancer Society, 1987; and Honorary Member, Teachers Federation of Carleton, 1993. He also holds a number of law enforcement honours, such as, Honorary Life Member, CACP (1992), Honorary Life Member, Ottawa Police Association (1992), Honorary Life Member, Senior Officers Mess, Ottawa Police (1990).

David was a student of law with the firm of Gowling, MacTavish, Osborne and Henderson (1965-66); law clerk to the Honourable G.A. Gale, Chief Justice of Ontario (1967-68); Assistant for the Bar Admission Course of Law Society of Upper Canada, Toronto (1967-68); Associate, Gowling, MacTavish, Osborne and Henderson (1968-71); Instructor, Bar Admission Course of the Law Society of Upper Canada; Ottawa (1975-81); and is a Founding Partner, Perley-Robertson, Hill and McDougall (1971-present).

David holds memberships in numerous associations, including the Canadian Bar Association (National Council 1976-80); Law Society

of Upper Canada; County of Carleton Law Association; Judges' Law Clerks Association (Secretary 1968-72); and Canadian College of Health Services Executives. He has held volunteer positions in a large number of organizations in the education and health fields and lectures at the local, national and international level on legal and health matters, with particular emphasis in the areas of cancer and smoking.

David's law enforcement activities are significant. He chaired the Ottawa Police Services Board (1987-92); and was an Associate Member of the Canadian Association of Chiefs of Police (1987-92); was a member of the Ontario Association of Police Boards (1986-92); an Associate Member of the International Association of Chiefs of Police (1989-92); and a member of the Canadian Association of Police Boards (1989-92).

The CACP Executive Committee at its meeting of February 25-26, 1996 appointed the firm of Perley-Robertson, Hill & McDougall as General Counsel to the CACP. David Hill is one of the two principals of the firm who provide legal and related services to the CACP.



LYNDA A. BORDELEAU
CACP General Counsel

Lynda is a partner with the law firm of Perley-Robertson, Hill & McDougall LLP/s.r.l., practicing in the areas of administrative and labour/employment law. Lynda has developed a specialized practice area in police regulatory matters.

Lynda graduated from Carleton University in Ottawa, with a Bachelor of Arts with distinction in 1987. She completed a Bachelor of Laws, Cum Laude, at the University of Ottawa in 1990 and was called to the bar in February of 1992 by the Law Society of Upper Canada.

Upon her call to the bar, Lynda joined a private practice law firm and in July of 1994 she joined the law firm of Perley-Robertson, Hill & McDougall LLP/s.r.l. Lynda is actively involved in providing legal advice to police services across Ontario and acts as corporate counsel to the Peel Regional Police. Lynda is a member of the Ontario Association of Chiefs of Police and its Police Legal Advisors Committee, and of the Ontario Association of Police Services Boards.

Apart from her active practice, Lynda has a close personal involvement with the policing community with her husband, Charles, who is a Superintendent with the Ottawa Police Service and her father, Lester Thompson, former Chief of the Gloucester Police Service and life member of the CACP.

The firm of Perley-Robertson, Hill, and McDougall LLP/s.r.l. was appointed as General Counsel to the CACP by the CACP Executive Committee at its meeting of February 25-26, 1996.

CACP/ACCP 2007-2008

PROVINCIAL AND FEDERAL DIRECTORS



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ASSISTANT
COMMISSIONER
RAF SOUCCAR

Royal Canadian Mounted Police



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Royal Canadian Mounted Police



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Treaty Three Police Service



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Royal Canadian Mounted Police



Ontario
CHIEF ARMAND LA BARGE

York Regional Police



Québec
ACTING DIRECTEUR
MARIO HAREL

Service de police de Gatineau



New Brunswick
CHIEF EARL CAMPBELL

Miramichi Police Force



Nova Scotia
CHIEF CHARLES RUSHTON

Amherst Police Department



Prince Edward Island
CHIEF PAUL SMITH

Charlottetown Police Service



Newfoundland & Labrador
CHIEF JOE BROWNE

Royal Newfoundland Constabulary

CACP VICE-PRESIDENT ASSIGNMENTS & COMMITTEE CHAIRS, CO-CHAIRS AND VICE-CHAIRS 2007-2008



Jack Ewatski, CACP President and Chief, Winnipeg Police Service, Barry King, CACP Secretary Treasurer and Chief, Brockville Police Service, and Peter Cuthbert, Executive Director, CACP at the 2007 Annual General Meeting.

Executive Assignments

CACP Committees

Jean-Guy Gagnon	Law Amendments
Frank Beazley	Crime Prevention and Community Policing
Frank Beazley	Private Sector Liaison
Frank Beazley	Drug Abuse
Jean-Guy Gagnon	Electronic Crime
Jean-Guy Gagnon	Organized Crime
Jean-Guy Gagnon	Traffic
Tom Kaye	Police Information and Statistics
	Quality Assurance in Law Enforcement
Jean-Guy Gagnon	Counter Terrorism & National Security
Tom Kaye	Human Resources :
	<i>Professional Standards</i>
	<i>CAPE</i>
	<i>Mental Health Liaison</i>
Calvin Johnston	Policing with Aboriginal Peoples
Tom Kaye	National Police Services
Calvin Johnston	Ethics
Calvin Johnston	Informatics
Julian Fantino	Aviation Security Committee

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Gary Crowell, Co-Chair
Brian Mullan, Chair
Barry McKnight, Chair
Kate Lines, Co-Chair
Pierre-Yves Bourduas, Co-Chair
Darrell LaFosse, Chair
Sue O'Sullivan, Chair
René-Pierre Tremblay, Interim Chairs
Mike McDonnell, Chair
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Rudy Gheysen, Chair
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Dale Sheehan, Chair
Dorothy Cotton, Co-Chair
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Terry Coleman, Co-Chair
Brian Rupert, Co-Chair
Sandra Conlin, Vice-Chair
Norm Lipinski, Vice-Chair
Clive Weighil, Co-Chair

NATIONAL OFFICE STAFF



**Peter Cuthbert,
Executive Director**

Peter took over the responsibility of leading, managing and coordinating the CACP's operations as Interim Executive Director in April 2001. In May 2003, Peter retired from the Ottawa Police Service and was named Executive Director. His thirty years of experience in policing with the Nepean, Ottawa-Carleton and Ottawa Police Services has given him an in depth perspective on the needs and goals of the police executive community. Reporting directly to the CACP's Board of Directors, Peter has been influential in modernizing and expanding the CACP's operations.



**Magda Mitilineos,
Office Administrator**

Magda has been with the CACP since 1998 and has helped shape the modern face of the organization. Through her previous work at the Canadian Ethnocultural Council, Magda has extensive experience in managing the unique financial and business needs of a non-profit organization. As Office Administrator, she is responsible for maintaining the everyday needs of the office including staffing and financial planning, as well as the organization of Board of Directors meetings. Magda has also taken over responsibility for the CACP's day to day and conference finances.



**Laurie Farrell,
Website Administrator**

An employee of the CACP since 1987, Laurie has held various positions within the organization and has extensive first-hand

knowledge of the CACP and it's recent history. Laurie has taken over responsibility for the administration of the CACP website. Her duties include, web design, posting of documents and reports, as well as the dissemination of broadcast emails which allow the CACP to effectively meet its communication goals.



**Erin Brennan,
Project Coordinator**

Erin joined the CACP in January 2006. Her responsibilities include program development and logistical arrangements for conferences, educational initiatives, and other projects including the Order of Merit, the Institute for Strategic International Studies initiatives, and meeting planning and support.



**Veronica Lahti,
Project Assistant**

Veronica joined the CACP in September 2006. Her bilingualism and considerable office support experience make her a great addition to the CACP staff. Her primary functions at the CACP are to support and assist the project coordinator, and provide French proofing and editing support for CACP publications.



**Tina Papadopoulo, Receptionist
and Membership Coordinator**

Tina joined the CACP in September 2006 as the receptionist and membership coordinator. Her responsibilities include reception, administration, publication orders, and providing executive support.

QUALITY ASSURANCE CONFERENCE

Doing Things Right: The Pursuit of Quality Assurance in Law Enforcement

By Sgt. Tania Vaughan, RCMP

"We thought that maybe 30 or 40 people would show up. We had to cut off at 140 people. That's what's going on in the police community now." Those were the opening remarks of Brian Aiken, Chief Audit Executive of the RCMP. "Accountability and transparency are the government's watchwords."

In fact, "The Pursuit of Quality Assurance in Law Enforcement", the first conference of its kind held by the CACP, sold out weeks before it took place the first three days of October, 2007 in Ottawa. The conference brought together senior managers from 28 law enforcement agencies of all sizes across Canada. The purpose of the conference was that participants could leave with a specific set of quality tools which they could implement in their own organizations, assess the effectiveness of their own quality assurance programs, and share best practices.

The speakers, who were mostly experienced quality assurance personnel, described how quality assurance was implemented in their organizations and showed the tools which had been developed to support their program. They shared their experience with quality assurance and described pitfalls to avoid. Other speakers covered related disciplines, including risk management, ethics, legal trends and frameworks, and continual auditing.

The initiative was spearheaded by Inspector Luc Delorme of the RCMP and Inspector Karen Noakes of York Regional Police. They were living with increasing demands for quality assurance services as QA practitioners in their respective organizations. "We were looking for better ways of doing business, and network on a national level," said Noakes. As they contacted other police agencies, they realized there was enough interest in quality assurance to hold a conference on the subject and formed an organizing committee which involved the York Regional Police Service, Durham Regional Police Service,

Ottawa Police Service, OPP, Sûreté du Québec, the Canadian Police College, and the RCMP.

"When you think about quality assurance, you are likely to think about physical manufactured objects," said CACP president Stephen Chabot, Deputy Director General of the Sûreté du Québec. "Quality assurance aims for improvement, and brings us closer to perfect operations and outcome. It extends to services. What does it mean in the policing context? Police are the first point of contact with the criminal justice system, and very visible. Police are conscious of the need for public confidence. We live in an environment of accountability, a condition of democracy."

"Some people argue policing is just another organization," said Dr. Wendy Cukier, a professor at Ryerson University and a specialist in performance management. "I think this isn't true; the risks faced by policing are different than a food packaging company. Costs of failure in policing are higher."

Cukier kicked off the conference by presenting the initial findings of her study into the status and trends of audit and risk management in Canadian police services. She found that there is no consistency in the quality assurance definitions being used, and many of the organizations Cukier surveyed are in the early stages of implementing quality assurance. "We don't have enough information on results of practices to identify which of them are better than others," she said. Suggestions for improving the implementation of QA included increased awareness of QA throughout the organization, improved training, improved technological support, balancing the need to measure and tracking the costs and benefits, and increased sharing of best practices.

The presentations of the different agencies' quality assurance tools underscored the variety of approaches adopted across Canada. Audit responses included being reactive, risk-based, and compliance-oriented with 100% coverage.



Quality Assurance Conference Organizing Committee

Use of technology supporting quality assurance ranged from paper-based reporting to the use of sophisticated databases which meshed quality assurance with business planning and risk management. Most agencies had a blended audit and quality assurance function, while larger agencies had some or full separation between these elements.

Fredericton Chief of Police Barry MacKnight represented the only Canadian ISO certified police agency which is ISO certified. ISO is an international standards organization which certifies organizations which meet stringent quality assurance guidelines. MacKnight described ISO certification as a difficult but worthwhile multi-year "quality journey" in which they codified systems in institutional memory. As a result, they moved away from a compliance orientation and built a culture of continuous improvement.

In Quebec and Ontario, provincial legislation dictates quality assurance obligations, and impacts the programs developed by agencies in those provinces. The OPP implemented a self-audit workbook for quality assurance to meet adequacy standards. "We're in a world of vicious compliance," said Chief Superintendent Mike Armstrong of the OPP. Even compliance is not without hurdles. "Sometimes they don't address issues and check it off as fine. We need confidence that things are as you say." The OPP uses the information to identify systemic issues which need to be addressed at the executive level.

The Sûreté du Québec integrated community policing, planning and quality assurance in a single database package used at the

detachment level. The package was released during the conference.

The RCMP uses unit-level quality reviews based on activity review guides, so managers can identify and solve problems. These reviews are tracked on a national database.

Despite the disparity in quality assurance methods adopted, one trend clearly emerged: Policy development, quality assurance and risk management are interdependent. "Policy establishes the organization's risk tolerance," said Superintendent René-Pierre Tremblay, of the RCMP. "Risk tolerance needs to be communicated top-down so management and field definitions are the same." Quality assurance then ensures that policies are complied with.

York Regional Police Service keep the functions of audit and directives close together in the same shop.

Ms. Lynda A. Bordeleau, an Ontario lawyer who practices in police regulatory law and CACP general counsel, brought home the dollars and cents of risk management and quality assurance. She described civil law trends faced by police: "There is more litigation against police, and police are losing more often," she says.

The biggest risk facing police, according to Bordeleau, is negligent investigations. She cited recent case law which determine that police agencies have a duty of care to both the suspect and victim, the absence of which creates the tort of negligence – and brings with it civil liabilities if officers don't do their job correctly. The chief is not immune, she says, and good faith is overshadowed by institutional indifference. The test to be applied: What would a reasonably well-trained officer have done?

What is the most effective way to combat civil litigation risks? According to Bordelau, police agencies should ensure they have policies, procedures, training, and supervision in place, and most importantly, document as much as possible.

Chief Superintendent Susan Dunn, the OPP's Commander of Risk Management, deals with civil litigation issues within her mandate, and sees an imposed higher standard of care as a key trend. Dunn says quality assurance is an early warning sign in the evolution of issues - Quality assurance reviews offer the first glimpse of growing problems, well in advance of an issue becoming unmanageable or resulting in litigation. "Effort at the front end can save expenses and grief at the end," she says.

"Standards in policing are meant to be achieved. Not meeting them is not an option," said Inspector Tom Cameron of Durham Regional Police Service, speaking on ethics. Compliance with policy can be difficult, particularly if competing or confusing objectives are written in the 'adminisphere'. "What does quality assurance do when it identifies standards not being met?" Cameron has concerns that unethical police managers may be tempted to hide negative reports. "In quality assurance, whistle blowing is your job. It may not always be an easy one." Quality assurance staff protect the integrity of an organization, and maintain the public trust, says Cameron. There is nothing more important than ethics and integrity in quality assurance. People trust us, he says, as long as they trust we make sure we are doing things correctly.

Vince Westwick of the Ottawa Police Service demonstrated how OPS integrated ethics into their quality assurance tools. Ethics must be

woven into the DNA or the organization said Westwick. "Recruits come in with high values, but in street situations it becomes difficult to apply rigid standards of right and wrong," said Westwick. The OPS responds with an integrated ethical framework in which their quality assurance process tests for potential ethical risks.

Sheila Fraser, Auditor General of Canada, was the conference's keynote speaker. "Quality assurance is a never-ending process consisting of some essential elements," said Fraser: Good information about an organization's own performance, the desire of an organization to improve, and ongoing monitoring, including obtaining feedback from clients. Fraser said effective quality assurance plays a vital role in strengthening police agencies, making them more effective and more transparent.

Fraser described several recent audits of the RCMP and the results. "It is my Office's job to verify whether programs are being run with due regard for economy, efficiency, and impact on the environment. While we are, at times, critical, I believe that we play a constructive role and that this constructive criticism helps build stronger public institutions."

The conference concluded by mandating the organizing committee to request the creation of a permanent quality assurance committee within the CACP. The CACP Board of Directors endorsed the resolution and created the Quality Assurance in Law Enforcement Committee (QALEC) on October 27, 2007.

Copies of powerpoints and speeches given during the conference are available from the CACP.

Interested in trends of civil liability? Read more. List of case law cited by Ms. Lynda A. Bordeleau

R. v. Beaudry 2007 SCC 6 - Police duty to conduct investigations

R. v. Clayton and Farmer 2007 SCC 32 - Police response to public safety issue

Beckstead v. City of Ottawa (1997) - Created tort of negligent investigation in Ontario, duty of care

Hill v. Hamilton Wentworth Regional Police (2005), 76 O.R. (3d) 481 (C.A.) - Tort of negligent investigation

Genest v. The Queen (1989), 45 C.C.C. (3d) 385 - SCC - Ignorance is no excuse

R v. Sutherland (2000), 52 O.R. (3d) 27(27) - Institutional recklessness

Johnson v. Halifax [2003] N.S.H. R.B.I.D. No. 2 - Liability of racial profiling

Peart v. Peel Regional Police [2002] O.J. No. 2669 - On racial profiling

Learn more about internal audit

Presentations by Canada's law enforcement leaders in quality assurance are available from the CACP.

The Institute of Internal Auditors (IIA) is recognized around the world as the internal audit profession's leader in certification, education, research, and technological guidance. The Certified Government Auditing Professional (CGAP) is a specialty certification by the IIA designed for and by public-sector internal auditing practitioners. Find out more on their website, www.theiia.org.

THE CHALLENGE OF STREET GANGS IN CANADA: IMAGINING A COMPREHENSIVE RESPONSE

*By Melanie Bania, BA, MBA, PhD
Candidate in Criminology Research Associate,
Institute for the Prevention of Crime, University of Ottawa*

High-profile outbursts of gang-related violence across the country in recent years have heightened our awareness of the seriousness of the problem posed by street gangs. Events such as the shooting deaths of Jane Creba and Amon Beckles in Toronto in 2005, the night-club shootings in Edmonton in June 2006 and the numerous gang-related shootings and deaths in Vancouver last fall have pushed street gang violence to the forefront of public consciousness.

These events are serious, but it would be troubling to let high profile instances rush us into quick fix 'action'. We should take a step back and consider what a comprehensive, integrated and sustainable approach to street gangs in Canada would look like.

Last October, over 450 delegates from across the country and from abroad came together in Montréal to do just that. The International Congress on Street Gangs was held by the CACP and co-hosted by the Montréal Police Service and the Toronto Police Service. It included police executives, front-line officers who work in gang units, federal, provincial and municipal government officials, researchers, and members of community organizations from across the country. Representatives from the United States, Belgium, the United Kingdom and El Salvador also shared their experiences in dealing with street gangs.

The message was loud and clear. The phenomenon of street gangs in Canada is complex and it does not lend itself to a simple solution. Effective legal and policing responses are a necessary part of any solution. But, it is clearly not just a matter of 'more' or 'better' policing and enforcement alone. In the words of Congress Co-chair Chief Bill Blair, "we can't arrest our way out of this problem".

So, where do we go from here? The Congress highlighted a variety of promising strategies and programs that have been developed and implemented by various governments, police services, criminal justice agencies and community partners across the country. These activities range from the mobilization of community partners to the prevention of gang recruitment, exit strategies for those involved in gangs, intelligence-gathering and investigation, successful prosecution, and offender re-integration. The challenge lies in determining the impacts of such efforts, and how they may fit into a more comprehensive and well thought out framework for action in the years to come. It is really a matter of maximizing the returns on our investments of time and energy. We must avoid relying on ineffective approaches or worse yet, jumping into strategies and tactics that may in fact exacerbate the problem in the long run.

In order to have an impact on the phenomenon of street gangs, we must come to grips with where we stand, where the gaps are in our responses, and what the most promising options for moving forward may be. This requires a deeper probe into (1) the nature of the problem, (2) the knowledge, skills and resources we need to address the problem in a comprehensive, effective and ethical manner, and (3) our willingness and commitment to change the way we currently work.

UNDERSTANDING THE NATURE OF THE PROBLEM

To understand the complex nature of street gangs, it can be useful to borrow from basic economic terminology. This leads us to think about the dynamics surrounding street gangs in



Deputy Director General, Steven Chabot, Surete du Quebec and President, CACP



Assistant Director Jean-Guy Gagnon, O.O.M., Service de police de la Ville de Montreal, Vice President CACP, and Conference Moderator



Oscar Bonilla, President, National Council on Public Safety, El Salvador

terms of the 'demand' for gangs and for the products and services they provide (i.e., drugs, prostitution, protection), and the global 'market' context in which street gangs operate. It also leads us to think about the factors that generate a 'supply' of gang members.

Most see gangs as a serious problem, but it is not that difficult to imagine why some youth see gangs as a solution to their concerns. Youth who are the most at risk of gang involvement tend to be those who suffer from the greatest levels of individual risk and from both social and economic inequality and disadvantage. Many of these youth are marginalized and already involved in some form of delinquency. Some have been exposed to violence since childhood, and some are struggling with mental health and substance abuse problems. Their motivation for joining a street gang can range from seeking excitement and money to looking for prestige, protection, and a sense of belonging. Unless we can address these underlying social and systemic issues, there will likely always be an endless 'supply' of potential gang members.

Finally, there are many significant costs associated with street gangs, both for those involved in them and for the communities in which they operate. Those involved in street gangs live under the constant threat of violence and even death. Communities exposed to street gangs experience reductions in safety, increased fear and overall threats to their quality of life. The financial costs of enforcement and prosecution are astounding, as are those to our health care system.

But many also benefit from street gangs. For those involved, gang membership can be a very profitable venture, both financially and in terms of status gain. For groups and communities that struggle with access to legitimate means of economic opportunity, cohesion and sources of protection, gangs and organized crime can be a way to fuel their economy and provide some structure. We also cannot ignore the fact that responding to street gangs creates and sustains many jobs within the criminal justice system and in other sectors, allowing many to build successful and profitable businesses and careers. In developing a response to street gangs, there are a number of complex factors and interests that come into play, and we must consider all of them if we are to gain a true understanding of the problem.

ACQUIRING THE KNOWLEDGE, SKILLS AND RESOURCES WE NEED TO RESPOND EFFECTIVELY

The complex nature of the problem points to the need for a solution that is just as complex. As noted above, there are many

individual, relational, societal and global factors that contribute to the challenge of street gangs in Canada. The reality is that no one agency or sector has the mandate or the resources to address these on their own. Success depends on cooperation and collaboration through various 'problem-solving partnerships'. These partnerships are necessary to identify the problem and its various dimensions, set priorities and select targets, design and implement a response, and evaluate impacts. Every stage of this problem-solving process requires access to knowledge (i.e., about the factors involved in the problem and the strategies that have worked to address them), access to the skills that are necessary for successful implementation and evaluation, and enough resources to accomplish what needs to be done, as opposed to expending resources on 'solutions' that are selected simply because they are affordable within constrained resources.



Minister of Public Safety, the Honourable Stockwell Day



Eugen Williams, Interim Chief, Organized Crime Division, Chicago Police Department

FACING THE CHALLENGES OF CHANGE

Making a real difference also ultimately depends on our willingness and commitment to confront the challenges that are inherent in 'change'. There are always going to be interests that will resist change, whether internal change within an agency or external change in relation to various partners and the public. True collaborative partnerships are not easy to achieve. There are hierarchical, cultural, and political issues within organizations themselves which limit their ability to participate openly and responsively in a partnership. Issues often arise in sharing information, resources, power, credit and/or blame in the critical stages of joint planning and decision-making. And how do we manage the public and their perceptions, as clients, sources of legitimacy and support, but also as a potential part of the problem?

CONCLUSIONS

The International Congress on Street Gangs held in Montréal last October was a great beginning, a useful way of generating discussion on the complex nature of the problem of street gangs in Canada and key elements for a comprehensive agenda for moving forward. In discussing the themes outlined above, the Congress identified five requirements for progress.

- (1) *Better intelligence and information to help define problems and target interventions. Though there are a number of resources in place, we need a more complete and nuanced picture of the nature and scope of the problem of street gangs in Canada. What are the key motives and circumstances driving the demand for gangs and members in our towns and cities? What are the*

dynamics of the local, national and transnational markets, and where are we likely to have the most influence? What are the major contributing risk and protective factors for gang membership, and where and by whom are they the most acutely felt? We also need clear and measurable indicators of these variables in order to help guide our objectives, target our efforts, and serve as benchmarks for assessing our success.

- (2) Better evidence on what works and what is promising. This includes better support for the design, implementation and evaluation of initiatives that we undertake so that we can learn what works and what doesn't in the Canadian context. It also involves the development of various forums for sharing this type of information with stakeholders across the country.
- (3) Opportunities to learn from others facing similar challenges. Canada is obviously not alone in its quest to address the problem of street gangs. The United States, the United Kingdom, other parts of Europe and South America have far more pronounced challenges relating to street gangs than we have here at home. They also have a wealth of knowledge and years of experience in dealing with street gangs and in organizing for 'change'. It is important that we continue to provide opportunities to learn from their experiences.
- (4) Coordination and collaboration among various sectors. One of the key questions here is 'who does what?'. Every sector struggles with constraints on time and resources. But every sector also has an important role to play as part of the solution. As noted earlier, achieving collaboration and partnership is not easy. If we are to move forward effectively, we will need an articulated vision and an organizing framework and plan of action for Canada.
- (5) A commitment to move from short-term project-based funding to long-term problem-based planning, resources and supports. We must improve the levels of sustainable supports and resources for our efforts in addressing the problems posed by street gangs. There are many interesting and promising initiatives underway, but few are adequately funded and all are vulnerable to cuts or to shifts in political priorities. Relatively little support is available to build planning capacity, assure collaboration and sustain initiatives. This is particularly true when it comes to addressing the underlying social and systemic issues that fuel street gangs, which is arguably where the potential for long term impact is the strongest.

These elements are essential, but they are also very complex. Canada's first International Congress on Street Gangs has come to an end, but there is an obvious need for continued dialogue and more work towards imagining a comprehensive response to the challenges posed by street gangs in Canada.

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Chief Yvan Delorme, Montreal Police Service, Deputy Director General Steven Chabot, Surete du Quebec and President, CACP, and Chief Bill Blair, Toronto Police Service



The conference organizing committee included front row L-R, Insp. Mario Di Tommaso, Toronto Police Service; Dorothy Franklin, Co-chair, Crime Prevention Committee; C/Insp. Chef Johanne Paquin, Service de police de la Ville de Montreal; Mr. Peter Cuthbert, CACP; and back row L-R, Ms Melanie Bania, University of Ottawa; Ms Erin Brennan, CACP; Dr. Ross Hastings, University of Ottawa; M. Romilda Martire, Service de police de la Ville de Montreal; and Ms Veronica Lahti, CACP

CPKN AND TPS UNRAVEL URBAN GANG DYNAMICS

Submitted by *Christine Jackson, Canadian Police Knowledge Network*

Gang related crime is on the rise in Canada. And while street gangs have historically been most active in major urban centres such as Vancouver, Toronto, and Montreal, they are now expanding into smaller urban areas. As made evident in a recent tragic multiple homicide in Surrey, BC, gang activity represent a significant and dangerous problem to communities across the country. Often involved in a variety of criminal activities including drug trafficking, fraud, assaultive behavior, and weapons offences at a recent international conference on street gangs in Montreal, police agree that the threat posed by street gangs could eventually become a national security concern.

Increased awareness is an essential first step in combating gang-related crime. To help front line officers better understand gang culture and organization, the Canadian Police Knowledge Network, in collaboration with the Toronto Police Service's Gun and Gang Task Force, has developed Urban Gang Dynamics, a comprehensive online introduction to gangs and gang investigations.

"This course was developed with input from gang investigators across Canada," says Detective Sergeant Doug Quan, operational officer in charge of the Integrated Gun & Gang Task Force and one of the primary subject matter experts in the development of this course. "It reflects a national perspective on gang-related crime and gives front line officers a thorough understanding of the culture, organization, and activities of street gangs."

The Urban Gang Dynamics e-learning course focuses on understanding the dynamics of gangs and their impact on communities, while providing

officers with information and techniques relevant to investigating street gang related crimes. Furthermore, given the potentially dangerous situations that police officers encounter when investigating gang activities, a significant portion of this course is dedicated to officer safety issues.

As Canadian police call for a national plan of action to deal with the growing gang problem, increased training for front line officers will most certainly be a part of the strategy to safely and effectively manage and minimize the impacts of gang crime. Urban Gang Dynamics delivers an essential, accessible foundation training option for police across this country.

For more information about this course, visit CPKN's website at www.cpkn.ca.

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INTERNATIONAL CONGRESS ON STREET GANGS

CLOSING COMMENTS OF CACP PRESIDENT, DEPUTY DIRECTOR STEVEN CHABOT, SURETE DU QUEBEC, AT THE INTERNATIONAL CONGRESS ON STREET GANGS

The Canadian Association of Chiefs of Police has now concluded the International Congress on Street Gangs. It has been a resounding success by every measure, and we are proud of the CACP Crime Prevention Committee for organizing this event. The Congress focused on lessons learned about street gangs, and highlighted successfully-applied methods, from prevention to enforcement to re-integration of gang members into mainstream society. Let me introduce the Co-chairs of the Congress: Directeur Yvan Delorme of the Service de police de la Ville de Montreal, our host, and Chief William Blair of the Toronto Police Service.

There were over 460 people registered for the Congress, including front line officers, many of whom work in gang units, police chiefs and senior police executives, researchers and academics, lawyers, corrections officials, federal and provincial government officials, and members of service agencies, schools, the faith community and other groups that play an active role in gang prevention at the community level.

The CACP promotes a multi-sector approach to community safety and security issues. In fact, we have joined with almost 50 national associations in a Coalition on Community Safety, Health and Well-being. This Coalition includes sectors such as education, health and mental health, youth-serving agencies, child and family services, immigrant and refugee support, literacy and skills development, sports and recreation, and many others.

These sectors are not often recognized as partners with the police, but their work is the basis of creating a safe and healthy society. Many of them work with young people who are involved in gangs, or who are at risk of being victims and members of gangs.

The Congress delegates have told us that they are impressed with the quality of the conference. We have gained a great deal of information about street gangs, and have established professional contacts with colleagues in Canada, the United States, Belgium, the United Kingdom and El Salvador. We have had very good conversations about where we are, and where we want to go in addressing the gang problem in our communities.

In other words, we have the beginning of a vision for moving forward. Some of the main conclusions we have reached are that first, there is a lot we do not know about gangs. For example, there are many different reasons why people become involved in gangs. We need to understand what those reasons are if we are going to be successful in preventing our young people from being affiliated with gangs. We need better intelligence so that we can target our interventions.

Second, we cannot arrest our way out of the problem. Police are only one part of the solution. The coordination of the various parts of the criminal justice system can be improved, and there is more scope for other service agencies and the community in a comprehensive approach.

Third, we need to learn from others who are facing similar challenges—in this respect, what we have learned from our colleagues in other countries has been invaluable. Delegates have told us that they want to learn more from gang specialists in other jurisdictions. We need better evidence on what works and what looks promising. We need better support for the design, delivery and evaluation of our initiatives.

And fourth, we are not going to solve the gang problem by taking a short-term, project approach. If we are going to stem the growing gang problem, we have to be prepared to make a sustained commitment to more vigorous enforcement in parallel with strong prevention measures over a generation.

The Congress is over, but our conversation will continue. We have asked all of our delegates for their input, and for suggestions on what they need in order to be more effective in their work on the street gang problem. Based on the responses from those who have attended this Congress, the Canadian Association of Chiefs of Police will consider making recommendations to the federal and provincial governments.

What has become very clear here is that a comprehensive, integrated long-term strategic framework would help us address the street gang problem. This would guide governments, the police and other members of the criminal justice system, and our communities in how and where to make investments.



Chief Bill Blair, Toronto Police Service and Chief Yvan Delorme, Montreal Police Service, conference co-hosts, with Deputy Commissioner PY Bourduas, RCMP, co-chair of the CACP Organized Crime Committee



Conference delegates

HUMAN RESOURCES COMMITTEE CONFERENCE

VICTORIA, BRITISH COLUMBIA • APRIL 2007

By *Barbara McLean, Staff Sergeant, Toronto Police Service*

In April 2007, the Human Resources Committee held its bi-annual conference in Victoria, British Columbia. Appropriately titled "Social Change and Policing", this timely symposium discussed the merging of global issues into domestic concerns, the necessity to prepare for the unexpected, and the need to plan for events which were once considered unthinkable. From Pandemic Planning to Risk Management, plenary sessions led by a "who's who" line-up of experts emphasized the increasingly important role of human resources within policing organizations.

Opening the introductory dinner, Committee Co-chairs, Mr. Rudy Gheysen of the Ontario Police College and Superintendent Ken Cenzura of the Toronto Police Service stated that the pace of current social change requires a new direction for human resources, one that fosters higher standards of leadership and corporate competence. Their remarks were echoed by the conference's key note speakers, Dr. Martin Rudner and Ms. Angela Gendron of Carleton University's Canadian Centre of Intelligence and Security Studies. They told delegates about Al-Qaeda's desire to infiltrate sensitive institutions, its twenty-year strategic plan, and its evolution from "loosely-structured, decentralized networks" to an action-oriented learning organization. Dr. Rudner acknowledged the importance of human resources professionals in minimizing organizational vulnerability and spoke about the need for counter-intelligence training to prepare for "adversarial penetrations [within] law enforcement organizations".

Day One officially began with Deputy Chief Constable Mike Chadwick of the Saanich Police Service welcoming delegates on behalf of the British Columbia Association of Chiefs of Police. CACP President, Chief Jack Ewatski, delivered the opening remarks, commenting on the timeliness of this conference. He cited Canada as a model for social change, and how the CACP also embraces its positive aspects. Referring to Dr. Rudner's address, he noted that today's reality dictates careful examination of both the benefits and concerns raised by social change.

Dr. James Young, Special Advisor to the Minister, Public Safety Canada, told delegates that it is only a



Larry Button, CAO, Peel Regional Police Service, David Griffin, Executive Director, Canadian Police Association, and Fred Biro, Peel Police Services Board



Chief Terry Coleman, Moose Jaw Police Service with Les and Mrs. Chipperfield, Atlantic Police Academy and Deputy Chief Bernie Pannell, Saskatoon Police Service

matter of time before Canada experiences a pandemic, and that we will likely be an early victim due to the volume of international travel. Managing a pandemic's psychological, social, and economic consequences, including a high death count, will be a daunting prospect. Society, for example, will face difficult choices concerning access to health care. Police response will depend, in part, upon who is hit the hardest: front line members or police management. Dr. Young said that organizations can expect up to 25% absenteeism during the pandemic's peak, and the cooperation of police associations will be essential to managing the crisis. He predicted that the world will be watching, and assessing whether Canada's response provides an effective model for addressing this global emergency.

Sister Elizabeth Davis, former CEO of the Health Care Corporation of St. John's, told delegates "that as a Canadian citizen, I have a vested interest in police leadership". She spoke about the progression from the information age to the network age, and the implications for police organizations in their role as corporate citizens. She encouraged police leaders to be courageous when facing the sacrifices associated with rapid social change, and to maintain a values-base when leading others during this time of uncertainty.

While Sister Davis addressed leadership's interpersonal competencies, Kim Derry, Deputy Chief of the Toronto Police Service, described technological advances in police management. He highlighted STATCOM, a statistical tool used to identify trends within a policing jurisdiction. By focusing on mandates, service demands, and intelligence led policing models, he showed how this performance measurement tool provides police managers with the means for timely response to crime and human resources issues.

Mr. Paul Ceysens, solicitor with the firm Ceysens and Bauchman, concluded Day One with principles of risk management. Criminal investigations represent foremost sources of corporate liability, while others emanate from court decisions, particularly human rights law. Stressing prevention, he emphasized the enormous financial and personal costs associated with litigation. Core business functions from recruitment to service delivery necessitate properly trained human resources and professional standards personnel as critical components of any mitigation strategy.

Day Two began with a lively debate fashioned after the Bear Pit session introduced at last year's CACP annual conference. Face Off, moderated by Mr. Paul Patterson of the Vancouver Police Department, featured Chief Jack Ewatski; Chief Serge Meloche of CN Police; Mr. Craig Campbell of Total Management Services; Mr. Dave Griffin, Executive Officer of the Canadian Police Association; and Alberta's Assistant Deputy Minister, Public Security Division, Mr. Brian Skeet. Panelists debated whether the presence of private policing agencies within the public arena was eroding the very fabric of Canadian policing.

Perspectives emphasized gaps created by prioritization and resource shortages. While some panelists favored continued partnerships with private agencies, a multi-tiered system with blurred accountability vis-à-vis the paying client and the general public was thought to be potentially problematic. Encroachment into the traditional public policing domain was also worrisome. While opposing views were the norm, all panelists agreed that much more must be done at the federal level to aid Canadian policing.

Staff Superintendent Tony Corrie of the Toronto Police Service facilitated a discussion of *The Secret Policeman*, a BBC documentary that exposed racism within a UK police service. This 2003 production raised pertinent concerns for Canadian organizations and demonstrated how vigilance in recruitment, selection, training, and supervision can safeguard public confidence in the policing profession.

The conference concluded with remarks by Dr. James Drennen of Georgian College. Like other speakers, he described today's multi-generational workplace, illustrating the different values and expectations of new recruits. This cohort, coupled with highly attuned services boards and community members, require that future police leaders be as adept in interpersonal competencies as they are in technical and administrative skills.

As Sister Davis wisely stated, "it is both a privilege and a curse to live in a time characterized by more rapid change than ever witnessed by previous generations". This conference highlighted new competencies required to ensure a democratic, peaceful society, and emphasized the strategic contribution of human resources professionals in addressing today's environment of intense social change, and its impact on our communities and our employees.



**Deputy Chief Gary Beaulieu and Sgt. Debbie Beaulieu,
Niagara Regional Police Service**

The Coalition on Community Safety, Health and Well-being: WHAT'S NEXT?

By Sandra Wright, Project Manager, Coalition on Community Safety, Health and Well-being

The CACP's first Community Safety Round Table in Ottawa in February 2006 was a leap of faith. No one was sure how many of the forty-four invited non-governmental organizations would be interested in collaborating with the police. The results of this day-and-a half meeting were overwhelmingly positive. Participants mapped out the characteristics of sustainable community safety, health and well-being. They provided dozens of ideas which were later consolidated into the Coalition's seven key messages on sustainable social development. There was unanimity that the Coalition should go on beyond March 2007 when the federal funding ran out and that the CACP should lead it. "I am totally inspired," noted Chief Jack Ewatski in his closing remarks, "by the passion generated in the Round Table and the willingness of social development organizations to work with the police."

So successful was the first Community Safety Round Table that a second was held in Ottawa last October. Many of the same organizations and a handful of new invitees mulled over the future of the Coalition on Community Safety, Health and Well-being. Why was it important to maintain it? What should it look like? How could it be sustained? Who should lead it? What should its priorities be?

Once again, the CACP was struck by the energy and support in the room. Once again, participants affirmed in the strongest terms that the Coalition had to go on, with police and social development organizations working together to deliver messages on safe, healthy communities to governments and decision-makers at all levels. The Coalition Advisory Committee was asked to use participants' input to rework the terms of reference for a formalized Coalition. Once again, participants insisted that the Coalition be led, at least in the interim, by the CACP. Underlining the importance they saw in increasing public awareness of crime prevention through social development (CPSD), many participants agreed to be interviewed for a DVD being produced by the CACP's Crime Prevention Committee.

The CACP held Strengthening Canadian Communities: A National Showcase on Community Safety, Health and Well-being in Winnipeg in early March. Some 130 delegates heard speakers from the government of Manitoba, police services, academia and non-governmental organizations discuss the public perceptions of crime and crime prevention, how to sustain crime prevention initiatives, the role of decision-makers and how to develop frameworks to support collaborative efforts to combat society's ills. Five breakout sessions showcased successes in applying a CPSD approach to building safe, healthy communities. In a compelling dinner address, Dr. David Butler-Jones, Chief Public Health Officer of Canada, underlined the links between public health and crime prevention.

But, the Showcase was more than just an opportunity for delegates to hear some provocative, engaging speakers. It was a continuation of the CACP's commitment to listen to the community and build bridges to and among all sectors of society. In three facilitated discussions, delegates had an opportunity to offer their views on four key questions:

How do we raise awareness among Canadians of the positive impact of CPSD on their communities?

How can communities meet the challenge of sustaining a CPSD approach?

How would a national Coalition on Community Safety, Health and Well-being help your work?

Would creating a National Framework for Action on Community Safety, Health and Well-being help your community?

The group discussions were animated, to say the least! After the sessions ended, conference organizers collected pages and pages of ideas on the future of CPSD and the Coalition. These ideas are reflected in the conference report posted on the Coalition website (www.cacp.ca).

So, what has been learned? The CACP now knows that the concept of CPSD resonates with all sectors of Canadian society – from organizations serving children to parks and recreation to public health to immigrant and refugee services to support for Aboriginal peoples to seniors' groups to faith communities. They get it – together, the police and social development agencies, whether national or local, can strike at the roots of crime and victimization. They see the challenge of reaching into corporate boardrooms to convince the private sector that it too has a stake in safe, healthy communities. They understand the need to engage governments at all levels, not for "quick fixes", but for fundamental commitment to supporting those approaches proven to prevent crime and victimization.

The CACP now knows that there is an appetite for national leadership in social development. The overwhelming majority of participants in the Round Tables and the Showcase see the CACP as the natural leader of this collaborative venture, at least until a formalized Coalition

can be created, funded and staffed. They get it – police chiefs have an unmatched credibility when it comes to the promotion of safe, healthy communities.

The CACP now sees the commitment to work together to increase awareness among the public and decision-makers of the importance of CPSD and the Coalition. Delegates were divided on the role of the federal government – funding? policy development? regulation? Many noted the danger of over-reliance on the state for funding and stressed the need for consistent policy leadership from governments. Competing priorities, changes in ideology and the focus on electoral mandates all undermine efforts over the long-term to use a CPSD approach to build safe, healthy communities. The idea of a Coalition – bringing together the strengths and expertise of a wide array of non-governmental organizations, community groups, police services and local government leaders to promote CPSD – remains an attractive option. Truly, there is strength in numbers.

Now, what's next? The CACP Board has asked the Crime Prevention Committee for its recommendation on how to keep the Coalition initiative alive. NGO partners will be asked to consider joining a legally incorporated Coalition and helping, in the meantime, with interim funding. Support will be sought to develop a business case and a strategic plan and to commence work on a National Framework on Community Safety, Health and Well-being. The CACP's two-year initiative may yet evolve into a broadly based, national organization advocating crime prevention through social development – in cooperation with communities and police services from coast to coast to coast.

I do think that this coalition with CACP and the other partners has tremendous potential to improve our strategic planning and public policy development regarding community safety, social development and crime prevention.

Peter Dudding, Executive Director, Child Welfare League of Canada

The Coalition should continue because it has the potential to have a positive impact on crime prevention, crime reduction and building a forum for dialogue and action.

Sylvan Williams, Canadian Ethnocultural Council

The Coalition on Community Safety, Health and Well-being is the only group working on this agenda. It is the right group with the right cause at the right time.

Ron Weiss, Jewish Family and Child Service, Toronto

What's required is a balance between the proactive and the reactive, and the recognition of the importance of social policy and programs, services that address the basics like housing, family benefits and education. This gets to the core of public health and crime prevention. Better to prevent the crime, or prevent the sickness in the first place, than dealing with it after the fact.

Dr. David Butler-Jones

Our country has come to a critical point where collectively, everyone has a responsibility to support safer, healthier communities. It can only be done working together – we all benefit!

Grant MacDonald, RCMP Whitehorse



Dr. David Buler-Jones

"WHAT MAKES A SAFE, HEALTHY COMMUNITY?"

A presentation made by Dr. David Butler-Jones, Chief Public Health Officer, Public Health Agency of Canada at the Strengthening Canadian Communities: A National Showcase on Community Safety, Health and Well-being, in Winnipeg, Manitoba, March 2007.

It's hard to believe how quickly time passes and things change. This, I think, must be the most rapidly changing period in human history. Each generation is facing new and complex challenges that can seemingly be overwhelming, and the consequences not always predictable.

We all remember Columbus. He traveled into the unknown, looking for India. He didn't find it. Rather, he found the wrong place -- the Americas -- but thinking he was elsewhere he named the people living here Indians, thus naming the wrong people. He also introduced rather severe unanticipated problems. In the Americas at the time were cities far grander and better run than any in Europe, but within 200 years of his arrival some 90% of the population was wiped out, mostly by imported infectious diseases.

So Columbus set off and found the wrong place, named the wrong people, introduced terrible side effects, yet he became famous. Go figure.

IS THERE ANY LESSON IN THIS?

I think it reflects some of the paradoxes and some of the challenges that we continue to face today.

Often when I speak, it is to a medical or public health audience... about public health issues. Usually people are interested in something about planning for pandemics or the next emerging disease. Or perhaps about the challenge of preventing chronic diseases, or how we respond to natural disasters or bio-terrorism.

So why me? A person most often associated with scary viruses, or threats of disease and pestilence as a dinner speaker. Good question. And, by the way, I don't think it's simply a surreptitious effort at weight control.

Perhaps it is in recognition of the fact that Public Health, as originally conceived, represents the organized efforts of society to improve health and well-being, and reduce inequalities in health.

On the health side of the equation, it is the first order of government business, the "public good" of protecting the public and improving well-being. Much of the basic work is done by others, whether in ensuring adequate housing, employment and social policies, accessible education, clean water, safe food and sanitation -- but these are still of public health concern.

In particular, violence and crime are issues that concern those of the public health persuasion. It's not so much in terms of the control of crime and violence, which is an expertise I certainly don't have, though I know it is abundant in this room. Rather, it is the roots or seeds that underlie dysfunction in society. And, what are possible societal measures that reduce those risks.

Much as we talk in health promotion about "making the healthier choices, the easier choices," we can also ask what are the things that can be done to reduce the risks or incidence of crime or societal dysfunction, that could then make for safer communities, and reduce the burden on the police and courts.

In a similar way we think of the prevention of disease as not only benefiting the health of individuals and communities, but also reducing the burden on hospitals and treatment.

There is a dramatic context to all this.

Technological, economic and social changes are occurring at an unprecedented rate. We are the healthiest generation ever, in our part of the world. Yet, in many parts of the world this is far from true.

Children in Afghanistan have little better chance of survival than in the 1700s. When I was in Kosovo after the war there, they would have as many cases of meningitis in one week as we see here over the space of five years. In several countries in Africa the combination of HIV/AIDS and other diseases now means life expectancy is little better than it was during the Bronze Age. And every day some 35,000 children die in the world from a very basic preventable combination of infection and malnutrition.

On the more developed side of the world, life expectancy for Russian men is now in the 50s, while women's life expectancy has not dropped. Interesting commentary on the importance of sense of purpose and role, as many men have lost their position or employment, turning to alcohol and other things, while women continue to have purpose in the care of their families.

Here at home many have said that with the rapid increase in obesity in young people, that this generation currently in childhood will be the first ever to experience poorer health than their parents.

We used to count on our family and neighbours. But to what extent is that still true? Do we know them? Families and social connections are scattered over great distances. This can be a good thing as it broadens our own sense of community and the wider world. But if there's a crisis or an emergency, what good is the guardian of our children if they live 2000 miles away and there are no planes flying?

As I said, many things are changing rapidly. For example, with the growth of technology and economies, and with widened gaps between the "haves and have nots," any disease can now travel the world in less time than it takes to go from being exposed to becoming ill. Thus, by the time we recognize a new disease or outbreak it could be in several countries already.

People around the world are moving to cities and out of the countryside – it's not just here in the Prairies. Cultural influences from around the world both enriches and threatens what many have taken for granted. Yet for all we've come to know and with all the marvelous advances we've made, the basics still matter. It is all connected, and we forget the essential lessons to our peril.

There is an old saying that "when the Israelites remembered God, they prospered. And when prospered they forgot God." This is not solely a religious issue, but an observation that when, as a people, as a society, we figure out what works, we do well. Unfortunately when we do well we seem to forget what got us here.

I think we all seek similar things, whatever our politics, culture or religion. We want children to grow up loved and cared for, wise and independent. We want to be able to influence our destiny, and to make a contribution. We want a solid foundation for healthy communities, where everyone has the opportunity to be happy and healthy.

Benjamin Disraeli, 19th century Prime Minister in Britain during the early days of public health, had many good things to say. One which you might remember is "there are lies, damn lies and statistics." Hence, the importance of understanding not only numbers but their context. But the one I want to focus on is "the health of the public is the foundation upon which rests the happiness of the people and the welfare of the state."

He said that about a century and a half ago, in the days of great Cholera and Smallpox epidemics, and he's as right today as he was then. The key isn't in simple illness and treatment, it's not even about prevention alone -- it's about the recognition of the connectedness between what we do, how we organize, how we address issues and a healthy people and vibrant economy. It's about the connections between health, poverty in all it's dimensions, inequality, the environment and violence or crime. We need to ensure our social foundations are strong enough to support the rest of the system. It's all connected, and we are all connected.

I think there's a slow, small "c" change occurring, as people are increasingly recognizing the issues and connections that go in to making us healthy and prosperous. If we just look through the newspapers over the last few weeks, we can see articles covering issues from how to better integrate schools into our communities, to the importance of good ventilation to learning, to how some Ottawa area schools are considering cutting back on special needs programming.

These may look like minor low profile issues but they're all part of the basic things that go into determining how healthy we are, and potentially our crime and violence rates as well.

In the early days of HIV/AIDS people would ask me: "when should we start teaching our children about AIDS prevention?" And what I told them was you start when they're infants. Now, I'd usually get some stunned looks as people would misunderstand me, and wonder if I was suggesting teaching infants how to put on a condom. Of course not.

But what I meant was simply that the important, lasting lessons we want to teach, about anything, need to start early in life, even if it's just a matter of setting good examples. For instance, when we laugh and say how cute it is when a toddler takes a toy from another, we have taught a powerful lesson. And if it continues, how will that toddler react when they are a teenager and someone tells them: "I'd rather not have sex."

At one level they are little things, little things that go into helping our children learn better and stay in school. Little things that demonstrate we are

a caring society that looks out for others and do our best to minimize the number of people left behind. Little things that say to kids as they're growing up that they are valued and as such should value and respect others.

We know that kids with a full tummy learn better. We know that having daily physical activity in school, even though it takes away from class time, means kids perform better academically. We know, and many of us remember, how important extra curricular activities were to keeping up our interest in going to school. How many kids stayed in school because of the choir, or orchestra, or drama, or sports, or one of the clubs? And teachers that really seemed to care about us and that we succeed.

AND YET WHAT ARE SOME OF THE FIRST THINGS TO GO WHEN SCHOOL BUDGETS ARE TIGHT?

I remember a few years ago, living in Regina, and at different times our van was stolen and house broken into. Anyone who's experienced theft and vandalism can relate to the feelings, and frustration. It's not about the material things so much as the sense of intrusion, the loss of family jewellery, and things with a history whose worth is not in their economic cost but in the memories of loved ones lost, the sheer hassle of documenting, and cleaning and figuring out what was lost.

Yet there is a part of me that understands -- if I came from a home where no one cared, I didn't have much hope for any better future, school did not have much to offer and what support I got came from gang members. Why wouldn't I steal cars?

This is not to excuse the theft, or to make excuses for those who do these things. It is wrong -- and daily, most people in similar difficult circumstances choose not steal or commit violence. My only point is that to change the trajectory we have to understand the influences on the path and find ways to address them early on.

So are after school programs with positive adult role models, and culturally sensitive classes, or involvement of community elders in teaching traditions part of the solution to youth crime?

Everything's connected, and the basics do matter.

Broadly, what do we know determines the health of a population? Well if you think about them most are pretty obvious. Things like: peace (not living in the midst of war or a violent community); a stable ecosystem; adequate and safe food; a roof over our heads; literacy and access to an education that allows us to participate in the economy and grow ourselves; sustainable resources; healthy child development in a loving environment with lots of stimulation to encourage the growing mind and body; working conditions that don't undermine our health; -being able to make choices, and how healthy those choices are; our ability to cope with stressful situations; adequate income to purchase the necessities of life and to participate in society; social status such that we feel a valued member of community; access to essential health services; having a sense of opportunity and influence on our future; and a strong family or social support network.

And what are some of the determinants when we think of rates of crime? Well, funny thing, they're not so different. Things like poverty, parenting issues, family violence, substance abuse, poor schooling, unemployment, social exclusion, inappropriate peer association, poor academic achievement, employment, literacy, low self esteem, housing, etc.

The similarities are seemingly obvious. They're not in any particular order of importance, and while I could give several examples for all of them, I'm sure you can all think of your own.

I do however want to say something more about the last two of what I listed as health determinants. Beyond ensuring the essentials of life, these are the two that I've come to believe are the common thread that runs through so many of the others: having a sense of opportunity and influence on our future; and a strong family or social support network.

While there is no question in my mind of the importance of access to education, employment, shelter and all the others, what really are transformative factors that move us as individuals from okay to great, from not sick to healthy, from coasting through life to being one of the great ones: caring for others and knowing we are loved and cared for, and having a sense that we have some control and influence over our life and future... these are critical. For example when we compare those with the least connections to others, to those with many connections, we find they are more than twice as likely to die at any age. A not too subtle difference.

But what do you do? Some are simple, some less so. It is about building on small successes, thinking comprehensively, making the connections and in spite of the challenges not letting discouragement overwhelm.

It is no one level of government, no one group, no one sector, which can address all of these factors and determinants in isolation. Addressing the determinants of health, and preventing crime through social development requires a comprehensive, multi-sectoral, whole-of-society approach.

And it does take all of us. As Henry van Dyke once said: "Use what talents you possess, for the woods would be very silent, if the only birds who sang were those that sang best."

I've always said that public health is a team sport. Crime prevention through social development is no different. It's about bringing together different groups with the same long-term goals, and breaking down silos so that we're all working from the same playbook.

I grew up in Ontario. There we talked about silos. Then I moved to Saskatchewan and we talked about stovepipes. To my knowledge, the latter is for exhausting noxious gases, while the former is great for storing stuff – but leave it too long, and it rots.

We really shouldn't be aspiring to either. We have all traditionally had issues with silos that create artificial barriers to cooperative and concerted action. I think we are finally making some progress, in starting to shed those traditions as we learn that together we really are more effective.

From my experience, particularly in the field of emergency preparedness and response, we've made a lot of progress over the last few years in tearing down our silos. But some of these lessons came at a cost. The SARS outbreak was a big turning point for us. Some things worked very well. Health professionals and others were heroic under terrible stress – some at great personal cost. Nationally and internationally, we worked well, and in concert, to quickly identify the virus and develop a test, and then to be absolutely open about sharing that information – there was an incredible recognition of working in the interest of the public good, without consideration for borders.

But other things didn't go as smoothly. The outbreak highlighted some of our health system's weaknesses. Public health capacity and response was different across the country... our surge capacity was limited... the public health leadership wasn't there and decision lines weren't always clear.

So Canada established the Public Health Agency of Canada to, among many other things, lead on public health issues at the federal level, and work at bringing together and supporting Public Health in Canada to work together to address whatever challenges we face. In particular to be value added in the system, to ensure we can bring the best possible expertise or resource to bear on a problem wherever it arises.

And Canada's Health Ministers created the Public Health Network – a mechanism that is, in effect, a new way for different levels of government and experts to work together to improve public health in Canada. It assists not only in the sharing of knowledge and the development of best practices, but also in terms of policy development.

Much of its effectiveness comes from its connectedness. The Network's Council reports to the Deputy Ministers of health, where I sit, and then on to the Council of Ministers. It's a forum for people to come together, to raise issues, to lay plans, and to make connections. And it's a network that doesn't just include government, but experts in the field that can advise and guide on concrete work that needs to be done. Where once public health issues had a tough time cracking agendas at the Ministers' table, they're now regular agenda items. And for the first time in history Health Ministers of the G8 and other countries met a year ago to find better ways to work across countries in addressing public health issues, from pandemics and the increasing burden of chronic disease, to health inequalities. So we have made progress in finding ways to bring together different groups and different levels of government.

This kind of population approach to health and to crime is indeed a big challenge for all of us, but an important one. Success on both of our parts can be measured in lives improved, and saved. Or, if we want to look at the economics of the situation, they can be just as convincing: The economic burden of crime in Canada has been measured at around \$60 billion annually. The economic burden of chronic disease in Canada comes in at around \$70 billion annually. It's said that it costs about seven times as much to incarcerate for a crime, as it does to prevent that crime through social development.

A diabetic incurs medical costs that are two to three times higher than that of a person without. So much of this is preventable. There are large returns to be made on upstream investments when we focus on proactive approaches.

It's not just about reacting to laws that are broken, just like it's not just about treating illness. We need more cops on the streets, and more doctors in offices and hospitals, but that's not the only, or necessarily best solution. What's required is balance between the proactive and reactive, and the recognition of the importance of social policy and programs, services that address the basics like housing, family benefits and education.

This gets to the core of public health and crime prevention. Better to prevent the crime, or prevent the sickness in the first place, than dealing with it after the fact.

SMALL THINGS? MAYBE NOT?

I just want to leave you with a few more practical examples. I'm sure each of you have many of your own as we continue to build the connections.

Let's return to the determinant that relates to control over one's future. We know, sadly, that in many parts of Canada, the youth suicide rate on reserves can be many times above the provincial average. Chandler and Lalonde compared different BC reserves to try to understand why there were such large differences in suicide rate. What this study found was that if a certain combination of factors was present, suicides virtually disappeared.

The things that made the measurable difference were: how involved the individuals and communities were in their surroundings, and how much control they had over their futures. Basically, it was about opportunity. Things like self-government and participation in land claims. And just as importantly, if the community itself was involved in its cultural facilities, in police and fire services, and in delivering education and health services.

Communities that had all of these factors averaged no suicides while those communities with none of the factors had suicide rates several times the provincial average. It wasn't about suicide prevention counsellors, as important as they may be. It was about functional communities and people's influence and control over their lives and future. That research has now been expanded to look at other health issues and factors. Interesting stuff.

A COUPLE OF EXAMPLES FROM SASKATCHEWAN:

We know families on assistance can have a phone. Unfortunately, someone comes along and runs up a long distance bill that the family cannot afford. So no more phone. It is possible to have a long distance cap put on to allow incoming and local outgoing calls. Unfortunately that required a \$200 deposit which most could not afford. So still no phone. Sasktel was convinced to waive the deposit and suddenly there were thousands of phones in households that previously couldn't afford it. Imagine the difference in reducing isolation, being able to participate more actively in society and the increased ease for health, social workers or others to make contact, let alone the value of a phone in an emergency.

Most people, I find, given the choice, would prefer to work and participate. However, what is the incentive to work if doing so adds little or nothing to your income, but you lose prescription and dental benefits for your kids? Not a very rational choice.

So Saskatchewan decided to provide health and social benefits to low income families to reduce that barrier to work. And what we find is not only more people working, with all of the benefits to self-esteem and the economy, but it also makes a positive difference to how they use the health system. Probably the most important policy implemented to improve health in Saskatchewan in the last decade.

Small things –perhaps– but all important to the health of the public, and, I believe, also an important part of our approach to crime prevention and safe communities.

It is all connected, and small things done effectively and consistently can add up to a great deal.

So hopefully this evening I've offered up a little food for thought and just a few of the many examples of how individually and collectively we can make a difference.

The playwright Henrik Ibsen once said that "a community is like a ship; everyone ought to be prepared to take the helm." That's what it takes. None of us can do it alone. Meetings like this are important steps in that process.

To close then, I'd like to leave you with the words of a prairie kid from the province next door -- I believe they ring true whatever our profession, culture, religion or politics.

I'm sure Tommy Douglas said this more than once: "Courage my friends, it's not too late to make the world a better place."

Thank you.

A Vision for Canada: Community Safety, Health and Well-being

by Dorothy Ahlgren-Franklin, Co-Chair, Crime Prevention Committee

Canadians have a long-standing commitment to community safety and the prevention of crime and victimization. Canada was one of the first to put in place a national crime prevention strategy. Launched in 1994, the National Crime Prevention Strategy provided a "broad framework to bring together many of the different efforts to prevent crime in Canada".

Internationally, Canada has promoted a comprehensive approach to crime prevention. In 2002, our country hosted the meeting of experts that completed the United Nations Guidelines for the Prevention of Crime (2002), adopted by UN Member States including Canada. Canada's international pronouncements on the benefits of a holistic approach to crime prevention warrant recognition, commitment and action here at home.

The October 2007 Speech from the Throne promises to protect Canadians' "right to safety and security" and to pursue a Safer Communities strategy. It provides the context for a renewed and sustained federal commitment to community safety and crime prevention nationally, to ensure that the promising momentum in reducing and preventing crime can be realized.

Recently, however, concerns have been expressed that governments' crime prevention efforts are focusing almost exclusively on enhanced law enforcement and more punitive sentencing, without commensurate attention to addressing the root causes of crime and victimization through a balanced, evidence-based approach to community safety.



DEFINING CRIME PREVENTION

The United Nations states that crime prevention “comprises strategies and measures that seek to reduce the risk of crimes occurring, and their potential harmful effects on individuals and society, including fear of crime, by intervening to influence their multiple causes.”

Crime prevention includes a wide range of approaches, from reducing the opportunities for criminal behaviour to encouraging positive social behaviour. However, community safety, health and well-being go beyond crime prevention and allow us to see our communities other than through the crime lens. Such factors as poverty, educational attainment and training, literacy, employment, recreation, youth risk-taking, positive youth development, mental health, substance abuse, school retention, prenatal health, housing, and many other social indicators speak more comprehensively to the question and values of community safety, health and well-being than crime statistics do.

WHO IS RESPONSIBLE FOR COMMUNITY SAFETY?

Federally, the responsibility for crime prevention resides with Public Safety Canada, part of the broader Justice portfolio that includes policing, the courts and corrections. Crime prevention also falls within the criminal justice portfolios in the provinces and territories. This structure reflects the thinking that crime prevention is an adjunct to policing, the courts and corrections.

The result is that prevention of crime is often interpreted in narrow terms. This limits our understanding of what constitutes sustainable prevention, namely, the promotion of positive social behaviour, improvements to the condition of neighbourhoods, and efforts to address the host of social and economic factors that influence the development of individuals (especially children and youth), families and their communities.

CHIEFS AND COALITION PARTNERS

Canadians consider police to be the most credible spokespersons on community safety. Police chiefs in Canada have joined with non-governmental organizations not traditionally recognized as partners in community safety and crime prevention. Together, as the Coalition on Community Safety, Health and Well-being, they have expressed key messages about community safety and prevention of crime:

- *prevention of crime takes many forms, and traditional crime reduction approaches are essential to community safety;*
- *responsibility for community safety does not reside exclusively with the police, but in partnership with the community;*
- *the root causes of crime and victimization are addressed largely outside the criminal justice system;*
- *investments “up-stream” save in criminal justice and social system costs “down-stream”; and*
- *a comprehensive approach to community safety and crime prevention requires the leadership of all orders of government*

and the inclusion of a broad range of service providers and community stakeholders.

They state the need for a strategic national framework and resource plan that involves all orders of government and communities, in planning and implementing sustainable community safety and crime prevention.

COMPONENTS OF A NATIONAL STRATEGY

Certain principles have been identified as the foundation for a national strategy on community safety, health and well-being.

The safety and security of Canadians should not be a partisan issue, but, as the October 2007 Speech from the Throne states, a “birthright of all Canadians”.

While crime reduction measures (incarceration, offender management) are reactive, they remain essential elements of any community safety strategy.

The nature, extent and impact of crime can be influenced more effectively when reactive responses are buttressed by proactive public policy measures.

Earlier interventions are proven to save money in the criminal justice, social and health systems.

It is time to move beyond simply measuring crime and to apply a broader range of meaningful measures that reflect community safety, health and well-being.

Accountability for the sound stewardship of public resources requires that public funds be invested in those practices that are proven to work in the long term.

Based on these principles, a strategic framework is required to ensure that Canada’s broadly-based knowledge, expertise and resources are used effectively. A strategic national framework would facilitate the alignment of the various policies and programs that contribute to community safety and crime prevention. Canadians expect that systems should support, complement and reinforce one another, rather than operating in isolation, or worse, in contradiction. Roles and responsibilities of orders of government and their agencies must be clear. Effective practices ought to be shared, and results evaluated on a national basis to ensure accountability to Canadians and to facilitate our reporting to international bodies. Communities need comprehensive measures for the health of society beyond traditional criminal justice system indicators.

A VISION FOR CANADA

Canadians are proud of this country’s reputation as a safe place to live. To be maintained, this reputation requires a shift from a piecemeal to a proactive, deliberate, thoughtful, comprehensive and integrated approach. Community safety and crime prevention are assets to be valued and nurtured, if the vision of a safe and secure Canada is to be achieved.

What would this vision be? Perhaps something like this:

“Making Canadian communities the safest and healthiest places in which to live, learn, work and play”.

CPSD:

A cautionary tale of criminal policy change

by Dr. Ross Hastings, Dept. of Criminology, University of Ottawa

How can we turn a good idea - crime prevention through social development (CPSD) - into a political reality and develop community practices that actually help advance the cause? That is the challenge of social change.

Fortunately, CPSD is "on the map." It's popular with the public and increasingly so with politicians. It has become an accepted part of our criminal justice policy and is funded as part of criminal justice practice, although not to the extent we might like. And while the 1993 Horner Report recommended that 1% of annual federal funding go to crime prevention, the actual amount spent is much less and recent cuts are worrisome.

So is CPSD just another fad or has it become a permanent part of the landscape? Are things getting better or worse? And are we properly organized for success - or are we heading for failure?

The notion of CPSD remains somewhat vague, and there's less consensus than one might think. People may jump on the bandwagon, but they tend to jump off when commitments are required. The vaguer the notion, the more difficult it is to build political momentum.

Are we misreading the climate for change? Is this the right idea at the right time? CPSD may have been the right idea in the 1960s and 70s during Trudeau's "Just Society," but it may be a harder sell in 2007 as Canada moves more in the direction of discipline and control.

We also haven't spent enough time figuring out who is against us. Some may disagree with the basic concept, believing in punishment rather than rehabilitation. But the really tough resistance comes from organizations that don't necessarily want to change the way they do things. Or it can come from workers who don't want to change the way they work, or from clients who may not access services for the reasons you think they do.

All orders of government have made it clear that there will not be a lot of money available for crime prevention; it will have to come from existing areas. That means trying to take money for crime prevention from prisons or courts. Of course, that's unlikely to happen as everybody thinks, "Not from my pocket!"

So are we making progress? Are we clear on what we are trying to do? Or have we misread the climate for change and taken on organizational change in a naïve and unsystematic way?

A CONCEPTUAL MUDDLE

There are at least three different streams of crime prevention through social development. Each has a different theoretical premise and different practices, and each stream requires different partners in order to get results. In each case, how we define the problem and identify its causes or risk factors will lead to different priorities and different strategies for intervention.

In the developmental stream of CPSD, the focus is on persistent deviance. Research indicates that 5% to 10% of people commit 50% to 70% of all crimes. Using longitudinal studies - for example, following kids from birth to youth to adulthood in order to track their criminal record - helps identify the predictors of criminal behaviour (such as violent families, academic difficulties, etc.). Interventions are then targeted to those factors to break the developmental sequence. In this approach, the focus is primarily on the family (e.g., programs around family violence), the education system (e.g., programs around bullying), and to some extent, the local community to address those risk factors.

There are two main problems with this approach. The methods used are intrusive and assume that the person is potentially guilty until proven innocent, thereby justifying our intervention activities. The other problem is the tendency to blame the victim.

In the real world, however, risk factors are not randomly distributed throughout society; the patterns of risk are predictable and highly correlated with poverty and inequity.

In the social stream of CPSD, the focus is on patterns of redistribution. This approach recognizes that being poor is not just happenstance; it has real consequences, including greater exposure to crime and a higher probability of being victimized. So in the social stream, the focus is on developing social policies and programs that help redistribute resources, reduce stress and deprivation, and reduce inequality.

The third stream of CPSD focuses on the delivery of programs by the community. It talks about mobilization and partnerships rather than causality. It recognizes that governments will not take on the costs of big initiatives and will instead look to communities to become more involved. The point is that local communities are the default solution when governments and the private sector refuse to do more. Actions under this CPSD approach focus on what communities need to do to engage in problem-solving and to sustain that engagement long enough to address individual risk factors, the reality of inequality, and the potential for redistribution.

When we talk about CPSD, ideally we should be talking about all three approaches:

developmental, plus social, plus community. And we need to think about how to make links among them.

THE CLIMATE FOR CHANGE

THE PUBLIC LIKES CRIME PREVENTION: 80% OF CANADIANS – AND 90% OF QUEBECKERS – WANT MORE PREVENTION. BUT HOW STRONG IS THAT SUPPORT?

To change behaviour, a change in attitude is necessary - but it's not sufficient. We may have convinced people that there are limits to the existing criminal justice system, but we haven't been as successful in getting them to change their behaviours as a result. For example, while most people approve of Neighbourhood Watch programs, few actually go to the meetings or become involved. Over the last 25 years, we've seen huge behavioural changes in areas like smoking, drinking and driving, and recycling. We have a lot to learn from those examples about how to make a successful transition from attitudes to behavioural change.

There is also a difference between action and impact. For example, there's little evidence that Neighbourhood Watch programs make much difference to crime rates. It's relatively easy to set up such programs in "good" communities where people are already doing most things well. But the areas that most need Neighbourhood Watch types of activities are communities that are highly transient, where most people are renters or don't have homes, and don't want to invest themselves in their community.

So we confuse implementation with impact. We're not using the best evidence-based crime prevention to ensure the kinds of impacts that we'd like. So we face two big challenges: How do we get from attitudes to action? And how do we get better at doing things that will work?

RESISTANCE TO CHANGE

No one resists things that improve their quality of life. When asked to change, people logically think, "What's in it for me?" If the answer is more work, less pay and more aggravation, they'll resist. Resistance to change comes on three levels:

- 1) *Organizational: An organization's first imperative is survival, not service delivery. And to ensure its survival, an organization must be hard-nosed about protecting its mandate and client base; it must keep the money flowing in.*
- 2) *Among workers: While workers may not object to the intent of a change, they'll resist its implementation if it requires personal changes such as in their hours of work, commuting arrangements, or child care arrangements. If we try to start the change process by changing people's attitudes, we're going to fail. Instead, we need to first change the behaviours, re-task the workers, and focus on the middle-management level. If the change works for them, workers will adjust their attitudes.*
- 3) *Among clients: We should not assume that people respond to services in the way we hope and expect. For example, imposing probation rather than a jail sentence may be seen as a "victory" by the kid who committed the crime, but his mother may feel that the system is asking her to play cop. For her, the notion of probation may not seem like a good idea, and she will resist it.*

CONCLUSION

SO WHERE DO WE STAND WITH RESPECT TO CPSD?

First, we have a popular but ambiguous notion, so we have to be very careful. There may be broad support for CPSD, but it may also be quite shallow. And it's still unclear whether that support can be easily converted into action.

Second, it's unclear who speaks for CPSD. Crime prevention is an easy target for politicians. \$14 million was recently cut from National Crime Prevention Centre and nobody said anything. There is a leadership vacuum. And there is a great deal of cynicism about the expertise of criminologists and crime experts. Many people are confident that they know what's going on with crime and what to do about it, even though many don't know the basic facts.

Finally, too often what gets operationalized are the things that communities are able and willing to deliver. Those tend to be programs that address some of the risk factors, but do nothing to address the social dimensions of crime. Communities are simply not empowered with the mandate or resources to work on the social front.

The risk is that the CPSD movement may become a voice for conservatism. If crime is reducible to the developmental model - that is, in order to make our communities safe we must address individual risk factors - the social dimension gets left out of the equation.

So be very careful about drifting too far to the developmental and community streams of CPSD. You may not be where you had anticipated.

Ross Hastings is Chair of the Department of Criminology and Co-director of the Institute for the Prevention of Crime at the University of Ottawa.

CANADIAN ASSOCIATION OF POLICE EDUCATORS CONFERENCE OVERVIEW

June 3-6 • Chilliwack, BC

The Canadian Association of Police Educators Conference, hosted jointly by the CAPE, CACP, and the RCMP focused on expanding and developing a network of best practices through partnerships with public and private institutions to address the training needs now and in the future.

Over 100 curriculum designers, educational institution representatives, public safety training personnel and partners in industry interested in further partnering and co-delivering training and educational material in various formats including web based training met to explore policing related human resource issues.

Topics and presenters included:

- *International Crime Organizations and UN Participation*
Dr. Yvon Dandurand, University College of the Fraser Valley
- *Technology and Crim, What training is Needed?*
Mr. Michael Eisen, Chief Legal Officer, Microsoft Canada Corporation
- *Liability as it Relates to Training Issues in Public Safety*
Mr. Paul Ceysens, Ceysens & Bauchman Barristers and Solicitors, Employment Lawyers
- *How to Engage in the Accreditation Process with Universities and Colleges*
Dr. Darryl Pleacas, School of Criminology & Criminal Justice, University College of the Fraser Valley
- *Standardization of Instructor Qualifications*
Ms. Romona Morris, Ontario Police College
- *Prior Learning Assessment Recognition (PLAR)*
Dr. Curtis Clarke, Athabasca University
- *Emerging Trends in Policing / Public Safety Liability Issues*
Chief Superintendent Bill Dingwall, RCMP
Dr. Darryl Pleacas, School of Criminology & Criminal Justice, University college of the Fraser Valley
Dr. Bud Levine, Police Futurist International
Chief Ian Mckenzie, Abbotsford Police Department
Dr. James Alexander, Texas Woman's University
- *Problem Based Learning in Policing*
Mr. Gregory Saville & Mr Gerry Cleveland, Alternation Consulting
- *E-learning, what are the Issues?*
Mr. Simon Pare, RCMP, Learning and Development



Presenter, Dr. Curtis Clarke,
Professor, Criminal Justice
Program, Athabasca University



Les Chipperfield, Executive
Director, Atlantic Police
Academy and Lonnie Dynna,
Assistant Director,
Saskatchewan Police College



Don Walden, Recruit Manager and Mike Trump,
Deputy Director, Justice Institute of BC, with
Catherine Dawson, School of Criminology and
Justice, University College of the Fraser Valley



Jocelyne Brady, Canadian Police College;
Inspector Doug Smith and S/Sgt. Len Hall,
Canadian Police College West.



John Arnold, Canadian Police Knowledge Network
and Insp. Bill Kaye, Lethbridge Police Service



Presenter, Dr. Jim Alexander, Chair, Department of
History and Government, Texas Woman's University
and Sgt. Larry Yanick, Brandon Police Service

OUT OF THE SHADOWS

By Assistant Commissioner Stephen Graham, RCMP and Dr. Dorothy Cotton

The year 2007 saw the emergence of one of the most significant events in the history of mental health in Canada - the establishment of the Mental Health Commission of Canada. As the only G8 country without a national mental health strategy, Canada has lagged behind other nations in addressing the very significant and costly issues of mental health and mental illnesses. One of five Canadians will suffer a mental illness in their lifetime; mental health issues account for a very significant proportion of disability costs to employers, with many employees suffering from depression, anxiety and other mental health disorders; people with mental illnesses have frequent interactions with the police—most often for reasons not related to criminal behaviour.

Police officers are no different from other members of Canadian society in their experiences with mental health problems. While urban tales of dramatically increased suicide rates in police officers and skyrocketing numbers of individuals with post traumatic stress disorder have never been supported with data, there is also no doubt that police services are also not exempt from the same kinds of problems that face all employers—employees whose mental health issues make it difficult for them to carry out their daily duties in a reliable fashion. However, police services have been somewhat unique in being perhaps more resistant than other organizations in acknowledging and dealing with these problems. The culture itself often discouraged people from seeking assistance for mental health problem. But with any luck, 2007 will be the year that all that began to change.

Specifically, The CACP Human Resources Committee has established a new Employee Mental Health Working Group within the Mental Health Subcommittee in recognition of the growing issue of psychological well being of the Canadian workplace. The challenges of such issues as stress, workloads, citizen expectations and complex work environments take a toll on most employees. The consequences are seen in workplace conflict, growing disability costs, and substance abuse as examples. It is generally understood that the Canadian police workforce, both support staff and police officers,



2007 Psychiatrists in Blue Conference Organizing Committee

experience these same factors. Indeed, there may be special work environment challenges ranging from shift work to dealing with violence as a daily reality that make our work unique.

The Working Group has been given preliminary direction by the Human Resources Committee to develop a go-forward agenda in support of better mental health for the Canadian police workplace.

First steps have included building a bridge to both the Global Business and Economic Roundtable on Addiction and Mental Health and the Mental Health Commission of Canada through the Roundtable Co-Founder and CEO Bill Wilkerson. Bill is also the Chair of the Commission's Advisory Committee for the Workplace.

A potential outline of an Agenda of Support could include:

PREVENTION

- *Strategies to prevent the development and onset of depression;*
- *Strategies to prevent relapses into depressive states; and,*
- *Strategies to reduce disabilities resulting from depression.*

MANAGEMENT PRACTICES

- *Practical prevention training and practice for managers/supervisors;*
- *Early intervention and treatment access;*
- *Role of peer support and supportive workplace practices; and,*
- *Role of family support and support of families.*

UNDERSTANDING AND MANAGEMENT OF TRAUMA

- *Minimize traumatic events;*
- *Prevent injuries; and,*
- *Reduce wounds and collateral damage.*

The Working Group is very much at the formative stage and hope, as an early success, to build awareness through a Forum focusing on the Public Safety and Security Sector some time in 2008, while concurrently developing awareness of the issues and best practices in Canadian policing around the important issues of workplace mental health and well being.

Charter members of the Working Group are:

- Debra Fraser, Director General of the Ottawa Police Service;*
- Chief Superintendent Ross Bingley of the Career Development Bureau of the Ontario Provincial Police;*
- Assistant Commissioner Steve Graham of the Royal Canadian Mounted Police, Commanding Officer, New Brunswick;*
- Dr. Bianca Lauria-Horner, MD Health Services Officer, Atlantic Canada, Royal Canadian Mounted Police;*
- Dr. Robin Hargadon, Ph.D., C. Psych., Manager Emotional Health, Royal Canadian Mounted Police; and,*

Bill Wilkerson, Co-Founder and CEO, Economic Roundtable on Addiction and Mental Health and Chair of the Mental Health Commission of Canada's Advisory Committee for the Workplace.

Key Canadian and Australian Websites are provided for additional reference.

<http://www.mentalhealthcommission.ca/>

<http://www.mentalhealthroundtable.ca/>

<http://www.mentalhealthworks.ca/>

<http://www.cmha.ca/bins/index.asp>

<http://www.beyondblue.org.au/index.aspx?>

Of course, first person experience with mental health problems is not the only exposure that police officers have with people with mental illnesses. Police officers interact with people with mental illness on a daily basis. While reliable data are hard to come by, crude estimates suggest that Canadian police officers have at least 1.3 million interactions with people with mental illness each year.

The CACP HR Committee's Subcommittee on Police/Mental Health Systems Liaison (PMHL) has also continued to be active over the past year. Following on the heels of a very successful annual conference in Ottawa in the fall of 2006, the group began preparations for what proved

to be a sold-out event in Halifax in November, 2007. Both of these events testified to the incredible growth in joint police/mental health systems liaison activities over the past few years. The subcommittee's website (www.pmhl.ca) continues to provide indispensable information to police services about the Committee's activities including access to a wide range of sample procedures and protocols for joint response initiatives, a comprehensive research and reading list, access to the active listserv which now boasts over 500 members across the country—and perhaps the most practical item, the CACP Contemporary Policing Guidelines for Working with the Mental Health System. These Guidelines provide the starting point for all police organizations—large or small—in developing cooperative relationships and ventures with local mental health partners.

The work of the PMHL Subcommittee is indeed also very consistent with the direction of the Mental Health Commission of Canada. The Commission's Mental Health and the Law Committee, chaired by the Hon. Ted Ormston of Toronto, will be addressing issues related to interactions between people with mental illness and the criminal justice system—including the police. CACP is well represented on that committee by former Moose Jaw Police Chief Terry Coleman, now Deputy Minister for Corrections, Public Safety and Policing in Saskatchewan.



New Deal for Policing Working Team: Chief Paul Shrive, Port Moody Police Department, Chief Edgar MacLeod, Cape Breton Regional Police Service, Dorothy Ahlgren-Franklin, CACP, and Chief Frank Beazley, Halifax Regional Police Service.

Chiefs “STAMPEDE” to Calgary for 102nd CACP Conference

By Lisa Gordon

Canada’s police executives saddled up and headed to Calgary in August for the 2007 CACP conference. Chief Jack Beaton and his crew welcomed a total of 373 delegates to the boomtown, and served up top notch techniques and information for developing “Confidence in Crisis,” this year’s conference theme.

In addition to plenary sessions and speakers, delegates enjoyed visiting the trade show which showcased the latest in police products and related services. About 320 exhibitors were on hand in 187 booths in the Telus Convention Centre.

OPENING CEREMONIES - SUNDAY, AUGUST 19

The conference opened with a warm welcome from Ms. Monique Baker, Master of Ceremonies. The Calgary Police Service chorus, ceremonial unit/core of trumpeters and pipe band all performed prior to the singing of O’Canada by Constable Carlamay Blight. Dr. Chief Reg Crow Shoe welcomed attendees to Calgary and performed a traditional native smudging ceremony to open the conference. Following a prayer by Constable Jim Amsing (Rtd), CACP president Chief Jack Ewatski took the stage, welcoming attendees to the “highlight event of our year.” He encouraged all to take advantage of the development and networking opportunities presented by the conference program. “The conference is a rare chance to communicate with our peers,” said Chief Ewatski.

Chief Edgar MacLeod and Assistant Director General Steven Chabot conducted the annual memorial service to pay tribute to members of the law enforcement committee who were killed while on duty during the previous year.

Host Chief Beaton and RCMP Commissioner William Elliott both spoke about the spirit of shared learning. Beaton said he was pleased with the number of delegates who made the trip to Calgary, as well as with the geographical representation. “We’re gathered to learn how to better prepare for managing crises in our communities,” said Chief Beaton. “No one has all the answers. Let’s learn from the experiences of others.” He thanked sponsors, exhibitors and family “sidekicks and cowpokes” taking part in the companion and youth programs. Commissioner Elliott also extended greetings to attendees on behalf of the RCMP, noting that “the success of the RCMP and each of our police services depends on collaboration. We succeed or we fail together.”

A number of awards were presented during the Opening Ceremonies. The National Police Award for Traffic Safety was





awarded to Agent Charles Doré of the Sûreté du Québec for the creation of a road safety program in the farming regions of MRC de Beauharnois Salaberry, Quebec. Honourable mentions included Chief Superintendent Commander Bill Grodzinski, OPP, for his creation of the Highway Safety Division; and Superintendent Gord Smyth, York Regional Police, Officer-in-Charge of Support Services. Presenters Chief Serge Meloche of the CN Police and Deputy Commissioner John Carson of the OPP said it was no small task to select the winners of this year's traffic safety award because there were so many worthy applicants.

Next, the Road Safety Lifetime Achievement Award was presented to Staff Sergeant André Lemaire, RCMP National Traffic Services, in recognition of a lifetime of outstanding work toward meeting the goals of Road Safety Vision 2010. Lemaire "left a lasting impression" when he standardized RCMP police cars across Canada.

The keynote address was delivered by the Honourable Robert Douglas Nicholson, Minister of Justice. In his remarks, the Minister said it is gratifying to see shrinking crime statistics in most areas of Canada; however, "some crimes – gangs, guns, drugs – are still too high in some communities. It's imperative to find new ways to deal with youth in our system." He highlighted several key government law reform priorities and applauded locally-based crime reduction programs which are "holding young people accountable."

"Tonight," said the Minister, "we recognize officers who have excelled in their work with youth. They faced unique and diverse challenges but both [award recipients] are taking the lead for youth to end the cycle of violence." He presented the Minister of Justice National Youth Justice Policing Award to P.C. Sarah Riddell, York Regional Police Youth Co-ordinator/Youth Mentor in recognition of her work with local teens. A certificate of distinction went to Constable Dwayne Cebryk, RCMP Selkirk Detachment, for START (Selkirk Team for At-Risk Teens) in Manitoba.

The CACP Recognition Awards were next, presented by Chief Ewatski to Superintendent Ken Cenzura of the Toronto Police Service and Mr. Les Chipperfield, Executive Director of the Atlantic Police Academy. "These men have brought their passion for professional development to our association," said Chief Ewatski. "Police learning is never complete; the need to acquire new skills and knowledge continues. These two colleagues exemplify these objectives."

The Opening Ceremonies concluded with closing remarks and a rendition of God Save the Queen sung by Constable Blight. Following this, attendees enjoyed mixing and mingling at the President's Reception.

MONDAY, AUGUST 20

Following the CACP nominations and resolutions reports, delegates learned that the Honourable Stockwell Day, Federal Minister of Public Safety Canada, had been called back to Ottawa and was therefore unavailable to give the keynote address.

Dr. Linda Duxbury, a professor in the School of Business at Carleton University, stepped up to the plate with an extended presentation entitled "HR Crisis in the Workplace". Dr. Duxbury explained that we've moved from a buyer's market for labour to a seller's market. Why? Birth rates are declining and the population is aging. "By 2016, the annual labour force growth will be near zero. By that time the annual rate of immigration needs to be about half a million per year," she said.

HR management will become a critical success factor for organizations as they focus on recruitment, retention and succession planning. "Retention is more important than recruitment," said Dr. Duxbury. "We need to address the needs of current employees first. Training is critical, and we need to address diversity in the police force."

During her talk, Dr. Duxbury summed up the characteristics of the various generations in our work force: veterans (traditional, deferent, cautious), baby boomers (optimistic, sense of entitlement, workaholics), Gen X (confident, need job security, accepting of diversity, "rolls with the punches") and the Nexus Group (independent, commitment-shy, adaptive, tech-savvy). Within two to five years, she said, Gen Xers will be able to write their own ticket in the workforce because this group is in very short supply. They key issues for them, she said, are work-life balance and career development. "For Gen X we need to deal with the issue of reward and recognition and balance. These people have older parents and young kids."

On Monday afternoon Chief Ewatski provided a review of the CACP's number one strategic priority: a national framework for policing. "Policing at the community level is the first line of response to issues of national security," he said. "It's time we paid attention to this." Rising costs and demands for service, HR challenges and budget shortages affect how agencies interrelate. Canada's multi-jurisdictional policing structure makes it a necessity to share



information quickly and accurately. "This is not about the police; it is about policing and the safety of our communities," concluded Chief Ewatski.

Next, Detective Chief Superintendent Kate Lines, OPP, and Inspector Stephane Segard, Sûreté du Québec, discussed the electronic evidence crisis in e-crime. "The crisis is capacity. Every major crime involves some element of technology," said Inspector Segard. "One of our biggest challenges is that new categories of crime will continue to be created." Detective Chief Superintendent Lines added that "Cyber crime has no borders. It rarely occurs within one police jurisdiction. Funding and training need to be made a priority so we can adapt to these changing times."

Paul McCullough of IBM Canada discussed the "technology arms race" and the progress being made through partnerships with law enforcement. "Today's supercomputer will be tomorrow's desktop," said McCullough. "There is an explosion of information."

Following up on last year's popular Bear Pit session, attendees gathered round to hear a lively panel discussion on "Politics and Power in Police Leadership - the Role of a Chief in the Political Process." Panellists included Chief William Blair, Toronto Police Service; Chief Calvin Johnston, Regina Police Service; Halifax Mayor Peter Kelly; Brian Skeet, Assistant Deputy Minister, Alberta Solicitor General and Public Security; and Ian Wilms, President of the Canadian Association of Police Boards.

Facilitated by Norm Taylor, the panel members discussed how "political" a police leader should be. Brian Skeet said many chiefs have adopted a method of addressing the public through the media, but questioned whether chiefs should use the media spotlight to lobby for political positions. Cal Johnston added that a certain amount of political "acumen" is necessary for the job, but chiefs should be cautious of "crossing into a realm that is not yours."

Ian Wilms said it should be the role of others to insulate the chief from being political; however, Mayor Kelly said chiefs need "to face reality. You are in a political environment and you must be accountable

to council." From his point of view, Bill Blair said his position as Toronto chief is very political. "Police leaders will be a valued voice in public policy issues. We need to seize the opportunities to get the resources we need," he commented.

Johnston said chiefs are often asked for insight that is exclusive to them. "They [the press] are asking for an objective, fact-based opinion which takes research into account." Wilms, however, said chiefs should "stand back from the mud-slinging" and let the police boards step up to represent them.

The bottom line, said Skeet, is that the policing community is driving a political model for the new "framework" being discussed by the CACP.

"We should be standing up on issues that affect public safety, not supporting a specific party's position," said Blair. "If we don't say what is needed, then who will? We have to try to influence all policy-makers to get what we need."

"Politics are ever-present as you do this work," added Johnston.

In the end, panellists agreed chiefs should aim to be non-partisan while advocating for public safety issues.

After a trade show reception, delegates and companions donned their western gear and headed out to the Calgary Stampede Grounds, where they were treated to a delectable dinner followed by a live professional rodeo demonstration. Impressive!

TUESDAY, AUGUST 21

The morning began with a presentation on the Police Information Portal (PIP) by Chief Constable Jim Chu of the Vancouver Police Department and Chief Superintendent Ray Lamb of the RCMP. PIP is about solving crime and saving time. It allows officers to view records from other police agencies across Canada, through queries on either persons or vehicles. "We're getting very close to making it standard police practice to run a PIP query," said Chief Constable Chu. Chief Supt. Lamb highlighted

the portal's success, noting that 28 agencies representing 31 per cent of sworn police officers are now connected to PIP. For more information, e-mail pip@rcmp-grc.gc.ca.

Shawn Cruise of Adobe was up next to demonstrate electronic disclosure software. PDF files are now being used to process disclosures. They are searchable and may be presented in a single document, which everyone can access with the free Adobe Reader. The benefits, said Cruise, include the elimination of paper, storage and transportation/delivery costs. For information: edisclosure@adobe.com.

Next were two concurrent break-out sessions. Mr. John Collins discussed "Tools Chiefs Need to Succeed When in Crisis." Collins, who is general counsel for the Massachusetts Chiefs of Police Association, talked about tools chiefs can assemble in their crisis toolbox. "Our survival ratio is a lot higher than it was before," said Collins, noting that improved employment contracts and crisis management/prevention strategies are helping chiefs to keep their jobs after a political crisis. When they find themselves under attack, it is crucial for chiefs to keep doing their jobs and to remain visible in the public eye. Public support and how you are perceived in the community make a big difference. "The public wants to see someone who is results oriented," said Collins. "When the chief takes a stand that makes a difference." He also said it's critical to maintain communication with politicians at all times.

In the next room, Dr. Adriana Celser discussed "Terrorism and Trauma: Can the Chief Count on Me?" Her presentation focused on the critical role of in-house psychologists when it comes to terrorism preparation and disaster readiness. The emotional and mental health of the police force needs to be understood in order to minimize the psychological effects that these events have on its members.

In another combination of concurrent sessions, Dr. Pat Pitsel asked attendees: "So You Think You're Prepared for a Pandemic?" She outlined the anticipated H5N1 influenza pandemic that is expected to occur worldwide, and stated that the infection rate could be 40%. "Your pandemic planning team should include IT people, facilities people, purchasers, communicators, finance, HR and unions," she said, pointing out that there are all kinds of considerations involved in a pandemic, from how offices and cars should be sterilized to dealing with looting to HR policies surrounding leave to care for sick family members.

Dr. Fred Jacques presented on the topic "Utilizing Emotional Intelligence (EI) During Crisis." Police leaders who can tap into their EI are more likely to meet the many challenges presented by their jobs. Dr. Jacques reviewed the components of EI and how self awareness and choice over emotions can help us rise to any crisis.

After a luncheon hosted by the Insurance Bureau of Canada, delegates reconvened to hear about the Indian Residential School Settlement Agreement and how it is expected to impact communities. Peter Harrison, Deputy Minister of Indian Residential School Resolution Canada & Associate DM of Indian & Northern Affairs Canada, said "It's completely in the hands of survivors how they use their money [from the settlement] but there are impacts we can be concerned about."



Next, Peter Cuthbert, the CACP's Executive Director, outlined application procedures for the Order of Merit.

Derek Prada of Motorola reviewed his company's history of supporting first responders for over 70 years. Disaster response capability depends on interoperable radio/voice communication - it's non-negotiable, said Prada.

The serious impacts of mass marketing fraud (MMF) were outlined by Superintendent Stephen Foster of the RCMP. "MMF schemes are increasing," he said. "They remain lucrative; there is a

low probability of being caught or receiving a heavy sentence. Our goal is to dismantle, disrupt and neutralize MMF operators."

Geoff Gruson, Executive Director of the Police Sector Council, reviewed the work and accomplishments of the Council to date and showed its video "The Case for Change" which outlines the recruiting challenges faced by Canadian police forces.

Alberto Escobedo of Microsoft Canada brought delegates up to date on CETS, the Child Exploitation Tracking System, a central database which allows investigators to share confidential information. The new 2.0 version of CETS has been built to allow integration with other police systems.

The day concluded with a law amendments presentation, a discussion of "mega" trials in the context of the Air India inquiry. Said Anil K. Kapoor, Senior Counsel, "Our work affects all your forces. We look at what happened with Air India and use that to evaluate the effectiveness of current policies. We need to know how local police connect to provincial police and to national police."

WEDNESDAY, AUGUST 22

Wednesday's slate of sessions opened up with a heartwarming presentation from the Special Olympics & Law Enforcement Torch Run. Deborah Bright, President & CEO of Special Olympics Canada, thanked the law enforcement community for raising \$2.3 million in 2006, ranking our Law Enforcement Torch Run among the top five runs in the world. Bright was joined by Emily Ross, a track and field athlete, who described how she trains three times a week and "always gives 110%. I love going to competitions and competing at different levels," she said enthusiastically.

Next, Gerry Gaetz presented the Bank of Canada Award, which honours police officers who go above and beyond the call when investigating counterfeit currency operations. "Canada had the highest counterfeiting rate among the G10 countries," said Gaetz. "So the Bank engaged in a public education campaign as well as partnerships with the courts and law enforcement." This year's award went to a team of five officers from Peel Regional Police for their successful participation in Operation More Money: Detective Tom Warfield, Acting Detective Brian Wintermute, Constable David Bauer, Constable Scott Besco, and Constable Steve Poplawski.

Dr. Blaine Lee, Vice President of Franklin-Covey, provided the audience with an entertaining presentation on "Crisis Proof Leadership in Crisis Filled Times." Lee reviewed critical elements of effective management and leadership. He engaged the audience in several exercises designed to help them evaluate their leadership strengths and weaknesses. "Actions are the measure of what you believe in," said Lee. "The whole person paradigm drives what great leaders do."

At lunchtime delegates were exposed to a healthy dose of joie de vivre. The 2008 conference team from Montreal hosted a superb luncheon and shared some details about what we can look forward to at next year's CACP conference!



The conference continued with Dorothy Ahlgren Franklin, Co-Chair of the CACP Crime Prevention Committee, describing how literacy is a key issue affecting the crime rate in Canada. As literacy levels increase, crime goes down. She described the work that is being done by the committee to promote literacy in communities across the country.

The 2007 conference sessions wrapped up with the CACP Research Foundation & Association AGM, followed by the new CACP Board of Directors meeting.



The real conference finale came later that night at the Gala Awards Banquet. The Calgary Police Service Pipe Band, accompanied by highland dancers, opened the gala. A great Alberta beef dinner was followed by dancing to the melodies of Simply Sinatra.

Highlights of the closing gala included a presentation by Ms. Nancy Hughes Anthony, President and CEO of the Canadian Bankers' Association Award to Insp. Tom Legge, Sergeant Larry Levasseur, and Sergeant Mitchell McCormick of the Winnipeg Police Service. Ms Hughes credited these officers for their "tenacious work which led to the arrest of a sophisticated crime ring suspected of defrauding financial institutions of millions of dollars." The team led a multi-jurisdictional investigation that led to the arrest of a crime

group responsible for committing sophisticated bank break-ins and mortgage, credit card, debit card, and material goods fraud. The team also recovered the Koechert Pearl Diamond, a priceless brooch crafted in 1864 for Empress Elisabeth of Austria, allegedly stolen by the group's leader during a daring robbery in 1998 from a secure glass exhibit case at Castle Schonbrunn in Vienna, Austria.

Mr. Craig Sisson, Director of Municipal Public Sector and Public Safety and Security for Microsoft Canada and Chief Clive Weighill, Saskatoon Police Service and Vice-Chair, CACP Informatics Committee, honoured Mr. Rob Durand and his team of the Canadian Air Transport Security Authority by presenting him with the Microsoft Technology Innovation award for his team's development and implementation of the Restricted Area Identification project. Mr. Sisson noted that "this innovative solution involving a biometric identification card for airport workers has made a significant impact on public safety at Canada's airports."

The CACP congratulates the winners and runners up of all of the awards presented. The association would also like to sincerely thank Chief Jack Beaton and the members of the Calgary conference committee for organizing a superior mix of professional development sessions, social events and companion/youth program activities.

Mark your calendars now for the 2008 CACP conference in Montreal, August 24 to 27. Montreal is another one of Canada's finest cities. Delegates and companions are sure to enjoy the old world charm and warmth of Montreal, combined with a stellar conference program and trade show. See you there!



THE CACP CONGRATULATES RECIPIENTS OF THE 2007 ORDER OF MERIT

Her Excellency the Right Honourable Michaëlle Jean presided over the 2007 investiture of the Order of Merit of the Police Forces on May 25 at Rideau Hall. She highlighted the high regard Canadians have for police officers across Canada and applauded the many ways in which police officers contribute to the safety and well-being of Canadians. She noted the increasing complexity of society and praised police efforts to address new challenges in addition to performing traditional duties. The Governor General thanked award recipients for their contributions and presented the medals with the observation that "the honour bestowed on you today is a sign of how much we appreciate your role in making our communities safe and ensuring that all citizens are able to enjoy the same advantages".

Commissioner of the RCMP and Principal Commander of the Order of Merit, Bev Busson acknowledged the commitment and contribution of award recipients to policing in Canada and thanked family members for the sacrifices they made to support the policing careers of their loved ones.

Congratulations to all recipients of the 2007 Order of Merit.

COMMANDER

*Detective Sergeant Tony Cannavino, C.O.M.
Sûreté du Québec, Ottawa, Ont.*

OFFICERS

*Deputy Chief Constable James S. Chu, O.O.M.
Vancouver Police Department, B.C.*

*Chief William J. Closs, O.O.M.
Kingston Police, Ont.*

*Assistant Commissioner Sandra Mae Marie Conlin, O.O.M.
Royal Canadian Mounted Police, Ont.*

*Constable Jean-Guy Dagenais, O.O.M.
Sûreté du Québec, Sainte-Julie, Que.*

*Director Yvan Delorme, O.O.M.
Montreal Police Service, Que.*

*Assistant Director Jean-Guy Gagnon, O.O.M.
Montreal Police Service, Que.*

*Assistant Commissioner Howard Darrell Martin Madill, O.O.M.
Royal Canadian Mounted Police, Winnipeg, Man.*

*Assistant Commissioner Michael F. McDonell, O.O.M.
Royal Canadian Mounted Police, Ottawa, Ont.*

*Chief Superintendent Randy Starrett Robar, O.O.M.
Royal Canadian Mounted Police, Charlottetown, P.E.I.*

*Deputy Chief Anthony John Warr, O.O.M.
Toronto Police Service, Ont.*

MEMBERS

*Inspector Donald John Adam, M.O.M.
Royal Canadian Mounted Police, Surrey, B.C.*

*Sergeant Brenton Robert Baulkham, M.O.M.
Royal Canadian Mounted Police, Edmonton, Alta.*

*Corporal Michel Bérubé, M.O.M.
Royal Canadian Mounted Police, Westmount, Que.*

*Chief Allen G. Bodechon, M.O.M.
Saint John Police Force, N.B.*

*Chief Joseph F. Browne, M.O.M.
Royal, N.L. Constabulary, St. John's, N.L.*

*Inspector Myles F. Burke, M.O.M.
Cape Breton Regional Police Service, Sydney, N.S.*

*Assistant Director Yves Charette, M.O.M.
Montreal Police Service, Que.*

*Corporal Thomas David Clark, M.O.M.
Royal Canadian Mounted Police, Victoria, B.C.*

*Constable Edward P. Conway, M.O.M.
Brandon Police Service, Man.*

*Chief Ian Davidson, M.O.M.
Greater Sudbury Police Service, Ont.*

*Superintendent P. J. Keith Duggan, M.O.M.
Edmonton Police Service, Alta.*

*Constable Ralph E. Edwards, M.O.M.
Royal Canadian Mounted Police, Hamilton, Ont.*

*Sergeant Major Robert Gordon James Gallup, M.O.M.
Royal Canadian Mounted Police, Fredericton, N.B.*

*Staff Sergeant Warren L. Ganes, M.O.M.
Royal Canadian Mounted Police, Innisfail, Alta.*

*Staff Superintendent Richard J. Gauthier, M.O.M.
Toronto Police Service, Ont.*

*Staff Superintendent Gary Frank Grant, M.O.M.
Toronto Police Service, Ont.*

*Staff Sergeant Sylvio Alfred Gravel, M.O.M.
Ottawa Police Service, Ont.*

*Inspector Charles Patrick Green, M.O.M.
Durham Regional Police Service, Whitby, Ont.*

*Deputy Chief Troy C. Hagen, M.O.M.
Regina Police Service, Sask.*

*Deputy Chief Bruce Kenneth Herridge, M.O.M.
York Regional Police, Newmarket, Ont.*

*Deputy Chief D. Eric Jolliffe, M.O.M.
York Regional Police, Newmarket, Ont.*

*Staff Sergeant Kathleen Ann King, M.O.M.
Royal Canadian Mounted Police, Winnipeg, Man.*

*Detective Sergeant Derrick John Klassen, M.O.M.
Canadian Police College, Ottawa, Ont.*

*Inspector Terry Wayne Kopan, M.O.M.
Royal Canadian Mounted Police, Vancouver, B.C.*

*Constable Claude Larocque, M.O.M.
Montreal Police Service, Que.*

*Ms. Louise Christina Logue, M.O.M.
Ottawa Police Service, Ont.*

*Chief Superintendent Patrick F. McCloskey, M.O.M.
Royal Canadian Mounted Police,
Yellowknife, Northwest Territories*

*Superintendent Gordon Christopher McRae, M.O.M.
Royal Canadian Mounted Police, Surrey, B.C.*

*Staff Sergeant Robert Wayne Meredith, M.O.M.
Royal Canadian Mounted Police, Edmonton, Alta.*

*Detective Sergeant Kenneth S. Molloy, M.O.M.
Winnipeg Police Service, Man.*

*Sergeant Hugh Robert Muir, M.O.M.
Stellarton Police Service, N.S.*

*Chief Brian Mullan, M.O.M.
Hamilton Police Service, Ont.*

*Staff Sergeant Lawren Andrew Nause, M.O.M.
Royal Canadian Mounted Police, Newmarket, Ont.*

*Inspector Brian Robert Pitman, M.O.M.
Royal Canadian Mounted Police, Surrey, B.C.*

*Sergeant Deborah June Pond, M.O.M.
Royal Canadian Mounted Police, London, Ont.*

*Constable Lesley-Jane Ripley, M.O.M.
Royal Canadian Mounted Police, Edmonton, Alta.*

*Mr. Glenwood L. Selig, M.O.M.
Halifax Regional Police, N.S.*

*Chief Lorne W. Smith, M.O.M.
New Glasgow Police Service, N.S.*

*Staff Sergeant David Raymond Tipple, M.O.M.
Royal Canadian Mounted Police, St. John's, , N.L.*

*Inspector Robert John Williams, M.O.M.
Royal Canadian Mounted Police, Edmonton, Alta.*

*Inspector David Gerard Wojcik, M.O.M.
Royal Canadian Mounted Police, Halifax, N.S.*

*Chief Constable Walter Lorne Zapotichny, M.O.M.
New Westminster Police Service, B.C.*



CACP President Jack Ewatski, Chief, Winnipeg Police Service with Chief John Janusz, House of Commons Security Service and retired member, Joel Cheruet



Chief Constable Jim Chu, Vancouver Police Department and his wife Vicki



Ms Louise Logue, Ottawa Police Service and her family



Chief Joe Browne, Royal Newfoundland Constabulary with his wife Deirdre and daughter Caiti



Deputy Chief Bruce Herridge, York Regional Police with his wife Mary Anne and Ms Debra Frazer, Director General, Ottawa Police Service



Commissioner Bev Busson, Inspector Bob Williams, and Constable Lesley-Jane Ripley, RCMP



Assistant Commissioner Sandra Conlin, RCMP and Chief Allan Bodechon, St. John Police Force



Chief John Janusz, House of Commons Security Service and retired member, Joel Cheruet



Agent et Président de l'APPQ Jean-Guy Dagenais, Director General Normand Proulx, Surete du Quebec, and Detective Sergeant Tony Cannavino



Her Excellency the Right Honourable Michaëlle Jean, Governor General of Canada



CACP President Jack Ewatski, Chief, Winnipeg Police Service with Detective Sergeant Kenneth Malloy and Sgt. Derek Klassen, Winnipeg Police Service

CACP PROUDLY SUPPORTS THE 1ST INTERNATIONAL ISLAMIC POLICEWOMEN'S CONFERENCE



CACP member, Tonita Murray, Senior Police and Gender Advisor to the Afghanistan Ministry of the Interior reported that over 100 female police officers from Bangladesh, Indonesia, Iran, Kazakhstan, Malaysia

Pakistan, Tajikistan, Turkey, Yemen, India and Afghanistan gathered in Kabul, Afghanistan October 21-25, 2007 at the first International Islamic Police Women's Conference (IIPWC). Representatives included Commissioner Kiran Bedi of the Indian Police, who has served as a special police advisor to UN CIVPOL and is known for her police reforms; Deputy Inspector Helene Iqbal Saeed of the Pakistan Police; and the Head of the Iranian Police Women's University.

This conference, the first of its kind in the world, provided opportunities for Muslim policewomen from around the world to exchange ideas and experiences with their Afghan sisters and counterparts. Conference sponsors included Canada (CIDA), Germany (GTZ), Norway (NORAD), UNIFEM, CANADEM and CACP.

The conference theme "Islamic policewomen contributing to a secure future" was reinforced in sessions dealing with topics ranging from the professionalization of Islamic policewomen to policewomen's security roles in Islamic society and police responses to violence against women in Islamic society. Tonita notes that one of the conference objectives was to raise Afghan public trust and respect for women in policing. Conference participants agreed that more policewomen are needed to provide services to women. They recognize the need for capable, professional female police officers and take seriously their significant responsibilities as role models for young Muslim women choosing a career.

At present, there are approximately 240 women in the 62,000 member Afghan National Police. Some of the policewomen were recruited during the time of King Zahir Shah. More were recruited during the Soviet period. There was a hiatus during the civil war and Taliban period. Female recruitment recommenced in 2002 after the fall of the Taliban. The Ministry of Interior now views recruiting more women as a priority.

Policewomen are distributed throughout the rank hierarchy. Currently there are two female brigadier generals and eight colonels.

There are fewer women at the bottom 'soldier' level because until recently only men were recruited at this level.

Recruitment of women into policing, assisting in their training, and expanding their roles and responsibilities is supported by Canada and Norway. Canada funds a police gender advisor in the Ministry of Interior and Norway provides two police officers (soon to be three) to train and mentor police women at the National Police Academy. The Swiss Development Agency has also made \$1 million USD available to UNDP to support gender initiatives in the Ministry of Interior. DynCorp police advisors have created police family response units staffed by Afghan police women across Afghanistan and provided mentoring services. EUPOL has more recently created a position for a female police and a gender advisor to ensure that women are included in their reform efforts.



CACP Member, Tonita Murray, Gender Advisor to the Afghanistan Ministry of the Interior and organizer of the International Islamic Police Women's Conference; Conference Co-Chair Shinkai Karukhail, Member of Afghanistan Parliament; Commissioner Kiran Bedi, Ph.D, Director General of the Police Research and Development Directorate, India Police Service, a keynote speaker at the conference and Conference Co-Chair Safia Sidiqqi, Member of Afghanistan Parliament

The number of females in the police are increasing slowly. Growth from May, 2005 - February, 2007 is as follows:

	May, 2005	February, 2007	Growth
Female Officers	80	93	+13
Female Sergeants	84	118	+34
Female Patrol Officers	0	22	+22

There are currently 14 female recruits in training at the National Police Academy - eight at the officer-level and six at the NCO level. NCO-level training is also conducted in the provinces. This year 11 female NCOs were trained in Baghlan and 20 will be graduating from training very shortly in the province of Badakhshan. A number of patrol-level women have been trained in some of the regional training centres (RTCs), including Herat, Bamyan and Kandahar.

Participants agreed that the conference contributed generously to the enhancement of their policing competencies and to the development of a shared professional identify, but noted that more needs to be done. They collectively resolved that:

- Recalling commitments of member countries to comply with all international conventions and treaties members are a party to regarding women's rights, and*
- acknowledging the United Nations Security Council Resolution 1325 of 2000, which reaffirms the important role of women in the prevention and resolution of conflicts and in peacebuilding, and stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and*
- the need to increase their role in decision-making with regard to conflict prevention and resolution.*

Tonita advises that the International Association of Islamic Policewomen has since been established, and that its members are continuing to working towards establishing security and the rule of law, and to creating and maintaining security and peaceful, stable nations by including Muslim women's participation in police and security forces.



CONFERENCE PARTICIPANTS



CACP MEMBER PARTICIPATES IN UN CONFERENCE

By Vincent Westwick

For the first time in its history, a member of the CACP has represented Canada at the United Nations in New York City.

As General Council for the Ottawa Police Service and longtime chair of the CACP Law Amendments Committee, I was asked in 2001 by Foreign Affairs Canada to be a member of the Canadian Delegation to the Small Arms and Light Weapons Conference. Since then I have returned to the UN on three occasions, the most recent for the Review Conference which took place in July 2006.

There are over 600 million small arms and light weapons (SALW) in circulation worldwide. Of 49 major conflicts in the 1990s, 47 were waged with small arms as the weapons of choice. Small arms are responsible for over half a million deaths per year, including 300,000 in armed conflict and 200,000 more from homicides and suicides. According to the UN, small arms and light weapons destabilize regions; spark, fuel and prolong conflicts; obstruct relief programmes; undermine peace initiatives; exacerbate human rights abuses; hamper development; and foster a culture of violence.

The United Nations Conference on the Illicit Traffic in Small Arms and Light Weapons in All Its Aspects was held from July 9-20, 2001 at UN Headquarters in New York. On that occasion, the participating States agreed to adopt a Programme of Action to Prevent, Combat, and Eradicate the Illicit Trade in Small Arms and Light Weapons, in All Its Aspects. The Programme of Action (PoA) includes a number of measures at the national, regional and global levels in the areas of legislation, destruction of weapons that were confiscated, seized, or collected, as well as international co-operation and assistance to strengthen the ability of States in identifying and tracing illicit arms and light weapons.¹

It is an enormous honour to be asked to represent Canada, especially at the United Nations, when discussing such an important topic. I am flattered to have been asked to participate and grateful for the opportunity. The Canadian law enforcement community through the CACP has a great deal to contribute in terms of experience and expertise, especially as this process moves to the operational aspects. This is an opportunity to share the CACP's broad-based experience and expertise at the international level.

Based on my experience with the Canadian Firearms Programme and its history and development, I was asked by Foreign Affairs Canada (FAC) to participate in the Preparatory Committee in March 2001 as well as in a related regional meeting in Nicaragua. These activities were completely funded by the Government of Canada and in the case of the latter by the Government of Sweden. In July 2001, I participated in the process as a non-governmental organization (NGO) member of the Canadian delegation and had full delegate status at the 2001 conference as a representative of the Canadian Association of Chiefs of Police.

As part of its national policy at the United Nations, Canada has been advancing the role of NGOs and has taken a lead by making NGO representatives actual delegation members, a step now being adopted more widely by UN member states.

In January 2006, I was again asked to participate in the United Nations process and attended the second week of the PrepCom from January 16-20, 2006. It is a unique and special opportunity to attend the United Nations, as an accredited member of the delegation representing Canada, and to participate directly and meaningfully in this process which is part of the United Nations Peace and Security through disarmament initiative. As part of the Canadian Delegation I was involved directly in all meetings, formal and informal, events and activities surrounding the UN Process.

The 2006 Review Conference did not achieve the same level of international agreement as did the 2001 Conference. Negotiations became protracted as details were debated into the early hours of the morning. The Conference could not even agree on a schedule for future. Many thought the process was floundering. Canada demonstrated leadership by offering to organize an informal intercessional meeting – an unofficial meeting to take place in Geneva.

While this Conference did not conclude with quite the success that might have been hoped for, the opportunity remains for like-minded states including Canada to take the lead in pursuing the worthwhile goal of reducing the access to and the use of these kinds of weapons. In that regard, Canada's initiative in seeking an informal intercessional meeting is a most positive step, which may have increased value given the result of the formal meetings in New York. In listening to the high level messages from all the states, and, notwithstanding the lack of an agreed outcome document, it is clear that there is a global intention to take steps to achieve these goals. Such an intercessional forum is the perfect opportunity to operationalize the discussions and develop workable plans to implement the Programme of Action.

I was incredibly impressed with the professionalism, composure, tact and respect demonstrated by Earl Turcotte, Head of the Canadian Delegation, and his team. This job was characterized by long hours, commitment, balance, and downright good sense applied by the officials of Foreign Affairs Canada.

It is important to support the serious efforts being made by the United Nations to control small arms and light weapons. The CACP will continue to look for ways to participate in this important process.

<http://disarmament.un.org/cab/salw.html> - United Nations official website for the Programme of Action Small Arms and Light Weapons.

It is an enormous honour to be asked to represent Canada, especially at the United Nations, when discussing such an important topic.

Canadian Police and Peace officers 30th Annual Memorial Service

September 30, 2007

By Joel Cheruet, Chair, CACP Decorations and Awards Committee



On September 30, 2007 thousands gathered to commemorate the great sacrifices Canadian police and peace officers have made, and in particular, to honour Det. Cst. Robert Plunkett, York Regional Police, Wildlife Protection Officer, M. Richard Cayoutte, Quebec Ministry of Natural Resources and Wildlife, Cst. Daniel Tessier, Laval Police, and Cst. David Mounsey, Ontario Provincial Police, who died in the past year in the line of duty.

In 1978, the first memorial honoured 14 officers. There are now 738 officer's names engraved on the Honour Roll at Parliament Hill overlooking the Ottawa River and the Supreme Court of Canada.

Readers are encouraged to visit the Canadian police and peace officers' memorial section on the CACP website at www.cacp.ca to view the hour roll and contact the CACP at cacp@cacp.ca or by phone at 613 233 1106 to correct or adjust details.

Our aim remains to correctly and fully honour our heroes.



Chief Vern White, Deputy Chief Sue O'Sullivan and Deputy Chief Larry Hill of the Ottawa Police Service lay a wreath at the Service.



Thousands gather to honour and celebrate the lives of police and peace officers who have died in the line of duty.



Officers at the 30th Annual Memorial Service



CACP President, Deputy Director, Steven Chabot, Surete du Quebec with John Janusz, Chief, House of Commons Security, and Chief Inspector Luc Lafleur, Surete du Quebec and Assistant Director Jean-Guy Gagnon, Montreal Police Service and Quebec Vice President, CACP

2007 CACP SPONSORED AWARDS

Bank of Canada Award for Excellence in Counterfeit Deterrence
Minister of Justice National Youth Justice Policing Award
National Police Award for Traffic Safety
Microsoft Technology Innovation in Policing Award
Canadian Banks Law Enforcement Award

Bank of Canada Announces the Recipients of its 2007 Law Enforcement Award of Excellence for Counterfeit Deterrence

The Bank of Canada is pleased to announce the recipients of its 2007 Law Enforcement Award of Excellence for Counterfeit Deterrence. Acting Detective Brian Wintermute and Detective Tom Warfield, and Constables Steve Poplawski, Scott Besco, and David Bauer of the Peel Regional Police Service in Ontario were honoured during the annual conference of the Canadian Association of Chiefs of Police in Calgary, Alberta.

The recipients of the Award of Excellence were selected for their relentless efforts and innovative investigative techniques in a major investigation dubbed Project More Money. The tireless work of these officers led to the shutdown of a significant counterfeiting operation, the arrest of 30 suspects on 469 criminal charges, and the seizure of sophisticated printing equipment that was linked to many counterfeit \$20 and \$50 notes circulated in Canada during 2005 and 2006.

The Bank of Canada's annual Law Enforcement Award of Excellence for Counterfeit Deterrence was established in 2004 to recognize the work of Canadian law-enforcement personnel in deterring and preventing the counterfeiting of Canada's bank notes. "Counterfeiting erodes confidence in the money we use every day and can undermine the economic health of our

country if left unchecked," said Gerry Gaetz, Chief of the Bank's Department of Banking Operations. "That is why the Bank strongly supports Canada's law-enforcement authorities in the fight against counterfeiting and is proud to honour the tremendous contribution of this year's award winners."



Gerry Gaetz, Chief, Department of Banking Operations, Bank of Canada, with award recipients Acting Detective Brian Wintermute and Detective Tom Warfield, Peel Regional Police Service.

Banking Industry Awards Winnipeg Police Officers' Fight Against Bank Crime

CANADIAN BANKERS ASSOCIATION ANNOUNCEMENT

Cracking an organized bank crime ring and recovering a priceless European jewel may sound like the plot of the latest Hollywood blockbuster, but it was reality earlier this year for members of the Winnipeg Police Service, three of whom will be honoured tonight for their dedicated work in combatting crime against Canada's banks. The officers will receive the Canadian Banks' Law Enforcement Award (CBLEA), presented by Nancy Hughes Anthony, President and CEO of the Canadian Bankers Association (CBA), during a gala ceremony in Calgary as part of the annual Canadian Association of Chiefs of Police Conference.

This year's recipients of the CBLEA, all members of the Winnipeg Police Service, are Inspector Tom Legge, Sergeant Larry Levasseur, and Sergeant Mitchell McCormick.

The officers are being recognized for their outstanding work as leaders of a multi-jurisdictional investigation called "Project Kite" that led to the arrest of a crime group operating in western Canada. It is alleged that the group was responsible for committing sophisticated bank break-ins as well as mortgage fraud, credit card fraud, debit card fraud and material goods fraud.

The group's leader is also accused of stealing the Koechert Pearl Diamond, a priceless brooch crafted in 1864 for Empress Elisabeth of Austria. The jewel was stolen during a daring daylight robbery in 1998 from a secure glass case on exhibit at Castle Schonbrunn in Vienna, Austria, and later recovered from a home in Winnipeg.



"The tenacious work of these three officers in the "Project Kite" investigation led to the arrest of a sophisticated crime ring suspected of defrauding financial institutions of millions of dollars," said Ms. Hughes Anthony. "The banking industry is pleased to have the opportunity to thank and honour these exceptional police officers and to express our sincere appreciation for their ongoing efforts in investigating crimes against banks in Canada."

This year's CBLEA presentation marks the 35th anniversary of the awards. Since its creation in 1972, 210 officers from across Canada have been honoured for their outstanding bravery, investigative ability



Ms. Nancy Hughes Anthony, President and CEO, Canadian Bankers Association presents the Canadian Banks' Law Enforcement Award to Sgt. Larry Levasseur, Winnipeg Police Service.

and other noteworthy achievements to combat crimes against Canada's banks. Additional information about the CBLEA can be found at www.cba.ca under "About Us".

The Canadian Bankers Association works on behalf of 54 domestic chartered banks, foreign bank subsidiaries and foreign bank branches operating in Canada and their 249,000 employees to advocate for efficient and effective public policies governing banks and to promote an understanding of the banking industry and its importance to Canadians and the Canadian economy.



A proud Chief Jack Ewatski, Winnipeg Police Service and President of CACP, with Winnipeg Police Service Award recipients. Inspector Tom Legge, Sergeant Larry Levasseur, and Sergeant Mitchell McCormick.

Recognizing Innovation on the Frontline — The Microsoft Technology Innovation Award

The Year in Review and a Look Ahead



By Eric Torunski, Adaxial Communications

In 2007, the Canadian Air Transport Security Authority (CATSA) joined the Ottawa Police Service and Calgary Police Service as recipients of the Microsoft Technology Innovation Award — an honour designed to promote information technology best practices and to recognize the grassroots efforts of Canadian police and public safety agencies. Specifically, CATSA was recognized for work on the Restricted Area Identity Card (RAIC) project — an innovative solution involving a biometric identification card for airport workers that has made a significant impact on public safety at Canada's airports.

"As a world leader in aviation security, CATSA is honoured to accept the 2007 Microsoft Technology Innovation Award," remarked Jacques Duchesneau, CATSA President and Chief Executive Officer. "In partnership with Transport Canada and the airport authorities, we have created the world's first dual biometric identification system to be used in an airport environment. I am proud that the RAIC Team's ground breaking work is being recognized by Microsoft and the Canadian Association of Chiefs of Police."

ONE AWARD, BUT MANY WIN

Jointly launched by the CACP Informatics Committee and Microsoft Canada in 2005, the award recognizes individuals and teams that incorporate new ideas demonstrating creativity and innovation in using technology to advance frontline public safety. In addition to the big prize (the coveted award and paid travel and attendance to the annual CACP conference), the program also provides recognition for other worthy initiatives. Joining the 23 agencies bestowed with Honourable Mentions in the first two years of the program, the following initiatives (in alphabetical order) were recognized in 2007:

Handheld Mobile Data Terminal, London Police Service

Missing Person Unidentified Bodies Analytical Database, Ontario Provincial Police

National Emergency Stock Portable Trunking System, Royal Canadian Mounted Police



Chief Clive Weighill, Saskatoon Police Service and Mr. Craig Sisson, Director of Municipal Public Sector and Public Safety and Security for Microsoft Canada with the 2007 Microsoft Technology Innovation Award recipient, Rob Durward, Canadian Air Transport Security Authority.

Congratulations to the 2007 Police Award Winners for Traffic Safety



Transport
Canada

Transports
Canada



The National Police Award for Traffic Safety was presented August 19, 2007 at the annual conference of the Canadian Association of Chiefs of Police (CACP) in Calgary, Alberta. The award recognizes officers who go beyond the call of duty to keep road users safe. It is a joint initiative of the CACP, the Canada Safety Council and Transport Canada, and supports the goals of Canada's Road Safety Vision 2010.

Agent Charles Doré received the 2007 National Police Award for Traffic Safety on behalf of Sûreté du Québec in Beauharnois-Salaberry. His initiative entitled "Sécurisons nos routes" focused on driving in areas with agriculture.

This primarily involved informing agriculture producers of simple things to ensure their safety, enlightening drivers of the rules of rural driving and making Québec roads safer by reducing the numbers of collisions, human deaths and potentially dangerous situations.

For many front line police officers, protecting the public is more than just a job. This is certainly the case for Staff Sergeant André Lemaire of the RCMP National Traffic Services in Ottawa, Ontario who received the Transport Canada Director General's Lifetime Achievement Award for Road Safety. Staff Sergeant Lemaire has dedicated the 30 years of his career to making the roads in Nova Scotia and Ottawa safer.

His accomplishments and contributions in the area of Traffic Safety are too numerous to list. Lemaire has contributed to many committees, launched a number of initiatives, and participated in training. He is the manager responsible for the "RCMP Standard Car Project" and was a driving force in the creation of the RCMP National Vehicle Equipment Committee.

Staff Sgt. Lemaire was also involved in the development of the Traffic Services High Visibility Jacket to improve member safety at roadside.

Staff Sgt. Lemaire has been the long time chair of the Canadian Association of Chiefs of Police Traffic Safety Sub-committee which delivers two national annual road safety initiatives each year; Canada Road Safety Week and Operation Impact. In the area of public safety, S/Sgt. Lemaire's major accomplishment has been the change in service delivery for RCMP Traffic Services

For the past 9 years he has been posted to RCMP National Traffic Services as the National Traffic Services Coordinator. In this role he has been responsible for the RCMP Traffic Program across Canada providing strategic direction and advice to all contract divisions, developing national policy, procuring equipment through PWGSC and developing course training standards.



Agent Charles Dore and
Director General Normand Proulx, Surete du Quebec

Department of Justice Announces the 2007 National Youth Justice Award Certificate of Distinction Recipient Constable Dwayne Cebryk, RCMP Selkirk Detachment

Constable Dwayne Cebryk, of the Selkirk, Manitoba detachment of the RCMP, is the recipient of the 2007 Certificate of Distinction for his work with the Selkirk Team for At – Risk Teens (S.T.A.R.T.).

S.T.A.R.T, created in 2002, involves numerous provincial and community partners working together with the RCMP to identify local youth known as having a high involvement with crime or those deemed at risk of future involvement. The S.T.A.R.T team works with the identified youth and their families to develop strategies to assist the youth in making smarter choices.

S.T.A.R.T is innovative in its ability to be both proactive and reactive as it responds to at-risk youth and to those already involved in the criminal justice system. The S.T.A.R.T program has adopted the principles and goals set out in the Youth Criminal Justice Act (YCJA) for youth justice, using the tools that the YCJA provides, such as extrajudicial measures and conferences, to address offending conduct by youth. By looking at the root causes behind the youth's behaviour, S.T.A.R.T provides a tailored approach for each participant and takes into account cultural and family issues. Traditions and beliefs are incorporated into a plan that is meaningful for the youth, thereby maximizing the opportunity for success.

Constable Cebryk has been instrumental in bringing together partner agencies and works diligently at maintaining these relationships to ensure the on-going success of S.T.A.R.T. His dedication to the program is well demonstrated by the support that he has built for it among his colleagues and within the detachment. His continued efforts in his unit and in the community have been vital to the success of the program.



Sgt. Sarah Jane Ridell, York Regional Police Service and Cst. Dwayne Cebryk, RCMP Selkirk Detachment with the Honourable Rob Nicholson, Minister of Justice, Commissioner Bill Elliott, RCMP and CACP President, Jack Ewatski, Winnipeg Police Service.

A Coordinated Approach: Finding success in working with high-risk youth

*By Cst. Dwayne Cebryk, RCMP, Selkirk Manitoba
Recipient, Certificate of Distinction, 2007 National Youth Justice Policing Award*

In 2002, a group of community agencies in Selkirk, Manitoba realized that they were all being struck by the 80/20 rule—80 percent of their efforts were being spent on 20% of the youth in the community. Knowing, as smaller communities do, that other agencies were also involved with the same youth, a meeting was set to discuss the development of a consistent service delivery model which could be used by all agencies working with high risk youth. Five agencies, Selkirk RCMP, Lord Selkirk School Division, Probation Services, Interlake Regional Health Authority (IRHA) and Child and Family Services, worked together to formalize a process that would eventually become a “collaborative communication and safety initiative” to serve the youth of our community called Selkirk Team for At-Risk Teens (S.T.A.R.T.). This year I was honoured as a founding member and current Chairperson of S.T.A.R.T. by being awarded the 2007 Youth Justice Certificate of Distinction by the Honourable Rob Nicholson Minister of Justice and Attorney General of Canada.

In the two years following the inception of the program, governance was created to establish appropriate policies and a checks and balances

system for S.T.A.R.T. One of the initial challenges was to meld several agencies with different mandates, to work within a multidisciplinary format. Consent forms and policies for appropriate information sharing were developed. Federal and Provincial statute along with each agencies policy on information transfer was considered in the development of S.T.A.R.T.'s information sharing policy. According to Cebryk “we were extremely fortunate the directors of the five main agencies were willing to think outside the box and break down the individual silos in which we were accustomed to working in”. Upon the implementation of S.T.A.R.T. we had successfully met our challenges and were rewarded with a Ministerial sanction from the Government of Manitoba in a multi-party agreement signed by all agency Directors including the Honourable Gordon Mackintosh Manitoba Minister of Justice and Attorney General of Manitoba. By 2003, the first case conferences were arranged to bring together



agencies to plan for, intervene and assist the 12 to 17 year old youth in becoming productive members of the community.

Under the direction of S.T.A.R.T.'s Coordinator, Tammy Thompson, the focus of the program made its first ideological shift; to turn the program from reactive to proactive. In the beginning teams were there to pick up the pieces after the youth had already been in conflict with the law, apprehended by child welfare agencies or had been expelled from school. It was determined that to be truly effective, interventions needed to be in place that would prevent the plummet and lessen the effect on the youth, family and community. In order to accomplish this, trust had to be built with all agencies as well as the youth and their care providers. "It is an ongoing challenge to earn the trust of the families, especially when child welfare is at the table," says Thompson, "because initially parents think they are going to have their children removed from their care, and really that's the last thing anyone wants".

Ultimately, she says, the relationships between both the parents and agencies are built on trust, respect and a mutual understanding that all at the table want the youth to succeed.

Youth themselves are usually the last to buy in but eventually even they are won over by a process that respects them as a member of the team, not the 'problem'. S.T.A.R.T. alumni have even recommended the Program to their friends.

Approaching situations proactively made gaps in service within the community obvious, and those gaps needed to be filled. As S.T.A.R.T.'s governance committee now includes representatives from a variety of agencies working with at-risk youth in the community, it seemed a natural fit to address these needs through the program.

S.T.A.R.T. now runs parenting courses, addictions seminars and anger management groups for teens and plans to add more parenting support and programs to assist parents whose child is addicted to drugs or alcohol. They have also created sub-committees that are charged to look at the concerning issues of youth housing and addictions and to make recommendations that will ultimately benefit the community as a whole.

One thing S.T.A.R.T. has undoubtedly demonstrated over the years is that communication, whether formal or informal, is the component necessary to assist high-risk youth. During the case conferencing process information about all facets of the youth's life gets passed along that assists in making appropriate planning decisions. Without the information sharing, clients would often manipulate the system for their benefit such as telling their Probation Officer that school is going well when they hadn't been there in three weeks. With S.T.A.R.T. involvement, this doesn't happen and when necessary arrangements are made for the school to contact Probation Services directly if the youth is required to be in school and isn't. S.T.A.R.T. has participated in judicially ordered conferences as defined in the Youth Criminal Justice Act. Recommendations are then provided to the Court so that informed decisions are made regarding interim release and/or sentencing. "It isn't in anyone's best interest to sentence a youth to house arrest when the home is abusive and they aren't going to stay there, or stay just until they can't take any more and then take their frustration out on the community," says Thompson.

Statistically, S.T.A.R.T. has racked up impressive numbers. Since 2005 S.T.A.R.T. has had an annual success rate of between 92 and 95%, with

an average of 90% of the clients in school. There has been a significant increase in the number of referrals to community resources (such as mental health, child welfare and addictions services). The program has served more than 100 clients over the last three years and averages 161 case conferences per year.

As an unexpected spin off, relationships between agencies in the community have improved to the point that they have each other on speed-dial. The Principal of the regional high school, Scott Kwasnitza, comments that "many of the (high-risk) students were involved in disruptive and illegal activity, both at school and in the community" and that his involvement in S.T.A.R.T. has "allowed the High School to tap into previously unavailable community resources to deal with disruptive students".

Having information in advance has assisted the high school in preventing many potentially disruptive situations.

Furthermore, Kwasnitza states that "since the inception of S.T.A.R.T., incidents of bullying, harassment and violence are down and the school climate has improved".



Positive changes are also realized in the strong partnerships that have developed between agencies and which have contributed significantly to improved service delivery by all agencies. According to Sylvia Bastable, Assistant Director of Student Services in the Lord Selkirk School Division, S.T.A.R.T. has created an environment where "personnel working closely together hold each other accountable to do their part so kids don't fall through the cracks". Ensuring the plan is appropriate, attainable and is followed is the responsibility of the program's Coordinator. Dealing with a number of

organizations can require considerable finesse. According to S.T.A.R.T. Chairperson, Cst. Dwayne Cebyk, "the Coordinator most certainly needs to be a dynamic individual with a wide range of skill sets. A key is having the right person for the job. We have learned that someone must have a unique combination of experience in both business and counseling and must be able to connect with a variety of personalities.

"As S.T.A.R.T. is people based, it can be adapted by any community" says Cebyk. Each community has different needs and a S.T.A.R.T. type program can certainly be tailored to meet any community's requirements. The needs of individual communities can be determined with the completion of a needs assessment.

In the end, it's the dedication of all involved that makes S.T.A.R.T. a success. Each team member takes on their role in S.T.A.R.T. in addition to their duties at their agency. Cebyk commented "we have open and honest discussions regarding plans for our clients as well as how the program is meeting the community's needs, but at the end we have consensus and what results is a comprehensive plan for success. This can often result in increased work and resources at the front end, but translates to fewer crises to deal with later. "I have a tremendous admiration for the foresight displayed by the founding members of this program," says Thompson, "they made a choice to see those who others ignore and they have and continue to show, incredible persistence and focus to create a system so this doesn't happen. It is a tribute to S.T.A.R.T. and the communities we serve that Constable Cebyk has been recognized for his part in developing a program that truly makes a difference".

Department of Justice Announces the 2007 Minister of Justice National Youth Justice Award Winner Constable Sarah Riddell, York Regional Police

Police Constable Sarah Riddell of the York Regional Police is the recipient of the 2007 Minister of Justice National Youth Justice Award. By working with youth, communities and other police officers in the development of innovative and effective extra-judicial measures and prevention programs, Constable Riddell has taken her position of Youth Coordinator to a whole new level.

Since her appointment as Youth Coordinator in August 2006, Constable Riddell has embraced the guiding principles of the Youth Criminal Justice Act (YCJA) in her work with youth in conflict with the law. As part of an extra-judicial measures program, Constable Riddell has developed unique and effective pre-charge referral programs for youth. For example, the police dodge ball program provides referred youth and police officers with a rare opportunity to interact through a sporting activity, while the Toronto Arson Project for Children (TAPP-C) brings fire service and counselling professionals together with families to deal with youth involved in fire-related offences.

In addition to programs for youth in conflict with the law, Constable Riddell has involved community partners to create programs for at-risk youth and communities in crisis. For one geographically-isolated community, Constable Riddell partnered with the city and local Salvation Army youth group to organize an on-going Friday-night program for youth that includes a BBQ and a choice of activities, ranging from organized sports to crafts. She also organized a Family Day for the same community which, in addition to games and activities, provided an opportunity for parents to take part in a substance abuse prevention workshop.

This work is all in addition to the numerous youth mentorship programs that Constable Riddell has created or been involved with. She continues to push herself and others to rise to the challenge of helping young people to make smart choices.

Making a Difference for our Community: Youth Programs in York Region

*By Sgt. Sarah Riddell, York Regional Police Service
Recipient, 2007 Minister of Justice National Youth Justice Policing Award*

In 2007, I received the Minister of Justice National Youth Justice Policing Award at the CACP Annual Conference in Calgary. In 2006, York Regional Police Constable Terri-Lynn Hazell received an honourable mention for that same award. Here is an overview of our award winning strategies.

Developed in 2003, The York Regional Police youth strategy is made up of three cornerstones - prevention, diversion (intervention), and enforcement. We utilize the whole school approach, starting with providing young children in grades 1 to 5 with opportunities to learn about fire, internet and road safety at The Community Safety Village of York Region. This innovative and interactive miniature community is designed to allow young children to learn through practice. Last year 34,000 children attended the Safety Village.

Every elementary school has an assigned school education officer, who delivers relevant and dynamic information to kids in grade 6 to 8 on topics ranging from bullying, drugs, theft and assaults. The School Liaison Officers, working at a secondary school level, form partnerships with schools designed to improve communication between students, administration and police. The School Liaison Officers are trained in gang culture, Internet and cybersafety, drug recognition, use and abuse, and are able to deliver presentations to both staff and students on these issues. Moreover, as part of our ESP (empowering student partnerships) in York region, the officers are building important relationships with the students through public service efforts such as food drives and through recreational activities including dodge ball, football and hockey games. Several of our officers play an important part in intramural sports programs at our local schools by being part of the coaching staff. It is these relationships with young people, invested in at such an early age, which we count on to increase the success of our preventative policing.



Saddle-up for Success graduation, at the Community Safety Village, Officers Jason trevis and Elvis Lee, Sgt. Sarah Jane Riddell and Chief Armand LaBarge, staff from Youth Assisting Youth, staff From Rayhnam stables, and the participants.

When I received the National Youth Justice award, I was working as a Youth Coordinator, in our Community Services Bureau. Each district houses its own Youth Coordinator who functions as a liaison between the community and the police. York Regional Police partners with several community agencies in a number of community based programs. From Saddle-up for Success, a horseback riding program for at risk kids, to Together for Maple, to the Newmarket Youth Coalition to Linking Georgina and partnership with the Markham African Caribbean Association, we work to build a better understanding of the issues that affect young people in our region. Each district also holds biannual Youth Empowerment Forums where students and officers in plain clothes have an opportunity to discuss issues in an open and non confrontational manner. These forums give both officers and young people some insight into the barriers to communication that can hamper both investigations and positive interactions.

The Youth Coordinator Program with York Regional Police is innovative in the policing field because it gives officers the opportunity to become involved in existing programs, and to initiate new ones. It draws from the York Regional Police Business Plan and the York Regional Police Youth Strategy, documents that take a unique approach to youth and police relationships by emphasizing the positives. The documents challenge officers to build programs that empower youth and provide healthy lifestyle options. Officers become part of prevention programs designed to keep youth from coming in conflict with the law in the first place.

The Youth Coordinator Program is primarily established to manage the Extra Judicial Measures program under the Youth Criminal Justice Act. It provides meaningful consequences and positive alternatives to custody. Administered in partnership with the Community Counselling Services of York Region, our officers are given the option of having youths apply to the referral program in lieu of a criminal charge. This is effective in non-violent cases, where the youth admits guilt, shows remorse, and wants to participate in the program. Young people are given three months to complete the program, which is designed with input from the officer, the counsellor, the family, and the young person. Often there is restitution made or apologies offered to the victim of crime, and the effects of the crime on them and their families are acknowledged. A Community Service component is often included as well. If there is concern about drug or alcohol abuse, the young person can be directed to attend Narcanon or Alcoholics Anonymous meetings. Young persons who have committed a fire related offence or have exhibited a fascination with fire are required to participate in the Toronto Arson Prevention Project for Children (TAPP-C). If there is a violence or anger management issue, anger management counselling or the Violence Prevention Program can be a requirement of the young person's 3 month program. If there is a failure to complete any part of the program, the young person is served a summons, and the officer carries on with prosecution on the original charge.

York Regional Police officers also partner closely with our youth probation and parole officers. Working together we are better able to identify potential concerns and address them before they become issues. This partnership is called STEAM (Strategic Teen Enforcement and Management). All involved parties have an opportunity to meet one another, discuss issues and share information at bi-monthly meetings. Once again, an important partnership contributes to a successful program.

Within our Community Services Bureau, which houses the officers working in the schools, includes Gang Crime prevention officers assigned to each district. These officers are able to work both proactively, be helping to identify trends and concerns, and reactively by becoming involved in projects that are driven by intelligence led policing. Some cases, such as the STEP (Strategic Teen Enforcement Project) involve targeting a specific youth for a period of time. Utilizing intervention and enforcement techniques to stop the antisocial or criminal behaviour, the officers speak to families, liaise with probation officers, conduct checks on young persons on conditions to ensure their compliance, and refer families to appropriate service agencies when required.

For more information on these award winning strategies, go to www.yrp.ca or contact Sgt. Sarah Riddell 905- 830-0303 ext 7781.



Sgt. Sarah Jane Riddell, local youth, and parents at the Inaugural Newmarket youth coalition, second location drop in program, Maple Leaf Public School, Sept 07.



PC Elvis Lee, Sgt. Sarah Jane Riddell, and Chief Armand Labarge with Saddle-up for Success graduates at the Community Safety Village.



Sgt. Sarah Jane Riddell and PC Mark Lawrence at the Newmarket Youth Coalition drop in September 07.



York Regional Police Floor ball team, Cops vs kids game at the Jericho Youth Centre in Sutton.

Canadian Police Earn International Honour For Innovative Law Enforcement Programs

Steve Gorecki, Media Relations, Motorola, Inc.

Traffic problems, gang activity and staffing are typical issues police departments are tackling on a regular basis. These topics aren't new, and answers aren't easy.

Three Canadian departments identified innovative answers that are getting results, and those best-in-class solutions earned each the International Association of Chiefs of Police/Motorola Webber Seavey Award for Quality in Law Enforcement.

The York Regional Police, Ontario; Ottawa Police Service, Ontario; and Montreal Police Service Neighbourhood Station 26, Quebec were recognized for excellent police work from a field of entries representing 117 agencies and departments from 10 countries. They were honoured at the IACP's annual conference in New Orleans in October.

The IACP/Motorola Webber Seavey Award is presented annually to agencies and departments worldwide to recognize quality in law enforcement through forward-thinking programs. The winners demonstrate excellence in law enforcement and dedication to the quality of life in local communities. The award is named for Webber S. Seavey, the IACP's first president.

"The IACP/Motorola Webber Seavey Award gives us an opportunity to applaud innovative and successful programs that law enforcement agencies worldwide are accomplishing to make their communities safer," said MG Joseph C. Carter, Adjutant General of the Massachusetts National Guard and President of the IACP. "These agencies are blazing new trails for our profession, and I know that these programs will help others build and strengthen the important work that they do."

BALANCING PREVENTION, INTERVENTION, AND COMMUNITY ENGAGEMENT

Statistically speaking, York Region, Ontario, a community of about 1 million residents north of Toronto, is among the safest communities in Canada. However, the perception of safety by residents did not reflect the statistics. In response to community survey results that revealed citizens were concerned about youth and gang crime, York Regional Police decided to meet that challenge head-on.

The police recognized that a long-term comprehensive strategy had to focus on the elements of prevention, intervention and enforcement to be effective, but that community members also had an interest and a role to play. The police service partnered with the community to develop and implement the Guns, Gangs and Youth Violence Community Strategy.

The strategy included comprehensive analysis of:

- *crime patterns in the York Region*
- *trends on guns and gangs in other areas and other countries*
- *field research*
- *best practices studies*

Armed with this data, the police service established focus groups in partnership with community organizations.



Jay Masino (far left) and Dave Weisz (far right) of Motorola congratulate the winners following the presentation, during the first general assembly, of the IACP/Motorola Webber Seavey Award for Quality in Law Enforcement. They are (l to r): Commander Eric La Penna, Montreal Police Service; Deputy Chief Sue O'Sullivan, Ottawa Police Service; and Chief Armand La Barge, York Police Service.

The combination of front-line officers and social service representatives proved to be a comfortable forum for the community to learn and identify solutions. Parent associations, faith groups, community organizations and recreational sports leagues all joined the police to create an anti-gang strategy that balances law enforcement strategies, and shares responsibility with the community.

"Making a difference in our community starts with the community," said York Regional Police Chief Armand La Barge. "Implementing new youth programs, offering free transportation to recreational centres and involving young police officers in youth mentoring programs has resulted in a significant drop in street-level crime typically committed by youth."

York Regional Police also bolstered its ongoing programs for children and youth, both in schools and at the Community Safety Village of York Region. Beginning with first-graders who learn important safety messages at the Safety Village, to school liaison officers who mentor youth up to grade 12, officers teach youth how to develop the important decision-making skills they need to make healthy lifestyle choices.

"Success here was achieved not just by police, but by our community partners as well," La Barge said.

CREATING A STRATEGIC STAFFING INITIATIVE

The Ottawa Police Service in Ottawa, Ontario, a three-time IACP/Motorola Webber Seavey Award winner, encountered a new challenge in multiple staffing issues in 2002. The service faced a surge of retirements, burgeoning overtime payments, overly taxed staff and new laws guaranteeing officers family leave time.

Additionally, Ottawa's demographics had been changing, bringing in more urban problems like drugs, guns and prostitution. The Service did not have the resources needed to respond swiftly to these labor-intensive issues.

"We took a view that we were going to explore what was out there," explained Ottawa Police Service Supt. Knowlton Roberts, who became project director in 2003. "Before, the common thought process was, 'The population has increased 10 percent, we need 10 percent more. This is a new way of thinking.'"



(l to r): Bob Schassler, Motorola Vice President; Deputy Chief Sue O'Sullivan, Ottawa Police Service; and IACP President Joseph C. Carter during the first general assembly.



(l to r): Commander Eric La Penna, Montreal Police Service; Deputy Chief Sue O'Sullivan, Ottawa Police Service; and Chief Armand La Barge, York Police Service.



(l to r): Bob Schassler, Motorola Vice President; Commander Eric La Penna, Montreal Police Service; and IACP President Joseph C. Carter during the first general assembly.



(l to r): Bob Schassler, Motorola Vice President; Chief Armand La Barge, York Police Service; and IACP President Joseph C. Carter during the first general assembly.

The result was the Strategic Staffing Initiative, which uses innovative staffing approaches such as:

- **platoon shift schedule:** *This solution resulted from an analysis of the peak time of calls and days of the week resulted in staffing levels matched to calls for service.*
- **fixed shifts:** *A solution for employees with inflexible schedule needs to manage issues such as childcare. Shifts are assigned by seniority during an annual draw.*
- **just-in-time staffing:** *Previously, a new recruit couldn't be hired until a retiree stepped down. "The time it took to go through training created a 12-month gap," Roberts said. "Now we can hire in anticipation of retirements."*
- **active staffing:** *This solution addresses temporary vacancies such as medical leave with a pool of 50 employees who rotate to fill positions, while maintaining full-time status.*

There has been a 20 percent increase in proactive policing over the five years the plan has been in place. As for the civilian employees, the cost savings in reduction of overtime hours for 2002-2006 were about \$1 million. And the project team came in about \$7 million under the original budget.

"The new staffing arrangements have been accepted politically, and that's been rewarding," Roberts said. "It's a new way of thinking in policing. Of course, the ultimate beneficiary is the community – this means we have more police on the street."

IDENTIFYING A TRAFFIC CONTROL SOLUTION

High traffic accident rates in Côte-des-Neiges, Montreal, were monopolizing the time and resources at one of the smallest police stations in Montreal. Neighbourhood Station 26 moved to address the problem, starting with a survey that revealed more than half the citizens of Côte-des-Neiges, Montreal's most populous district, believed traffic in their neighbourhood was dangerous.

About 12,000 vehicles use the Côte-des-Neiges daily. The station also learned that 40 percent of the accidents occurred on just one public road.

The station's goal was to rapidly produce a long-lasting reduction in traffic accidents without increasing personnel, workload or budgets. Using a crackdown policing strategy, officers focused on several aspects of traffic safety, including speeding, seat belt usage and driving while impaired.

"We were able to use some of the same policing principles that are used to fight drug crimes," said former Station 26 Commander Eric La Penna (since reassigned to Neighbourhood Station 7). "This involves concentrating on certain infractions, which in turn increases perception of large amounts of intervention. People think they are going to be caught for all kinds of things."

The station partnered with the City of Montreal, parking services and the transit authority to address a number of issues that came to light in the survey. For example, drivers were illegally parking in bus lanes because the signage was confusing.

New signage coupled with crackdown policing produced immediate results, and after five years, accidents have decreased by 40 percent. The cost benefit saving is estimated to be \$4.5 million with a total of 3,500 police officer hours recuperated. The initiative is now a permanent strategy at Station 26.

And the initiative continues to reap benefits for the citizens of Côte-des-Neiges. La Penna said long after the survey results were in and first wave of adjustments were made, the city posted additional signage for pedestrians.

"We have recouped a tremendous amount of time by escorting fewer accident victims to the hospital, writing fewer accident reports and making fewer trips to court," La Penna said. "This means we can redirect more police to fighting gang activity and other violent crimes."

AWARD CRITERIA

A panel of law enforcement officials and previous winners judged the Webber Seavey entries. The finalists and semifinalists' programs are published as models for law enforcement agencies worldwide.

The program annually honors achievements in one or more of the following goals:

- *continually improving services to the community;*
- *strengthening police relations and promoting community participation;*
- *effectively using resources;*
- *enhancing communications within and cooperation among agencies;*
- *developing creative and innovative approaches that promote excellence in law enforcement.*

"Motorola congratulates the award winners and is proud to shine a spotlight on our Canadian police," said George Krausz, vice president, Motorola Canada. "Collaborating with the IACP to honor the men and women who meet the daily challenges of law enforcement with such creativity and dedication is a rewarding experience."

The goal of the IACP/Motorola Webber Seavey awards program is to provide a forum for agencies to exchange ideas and solutions so that others can learn and benefit.

"The IACP/Motorola Webber Seavey awards program is a unique opportunity to share best practices and build partnerships in a global forum," said Sue O'Sullivan, Deputy Chief, Ottawa Police Service. "We are so honored to be winners this year, but we, like all IACP members, enjoy the opportunity to talk to and learn from our peers' successes."

INTRODUCING THE NEW AVIATION COMMITTEE

Earlier this year, Julian Fantino, Commissioner of the Ontario Provincial Police, was approached by a number of material experts who expressed an interest in forming a committee to explore ways to integrate efforts to improve security in the aviation industry. Mr. Fantino, who served as Ontario Commissioner of Emergency Management prior to being appointed to his OPP post last October, agreed to convene a meeting of law enforcement agencies, private sector organizations, airport operators, government agencies and others who expressed interest in being part of such a committee.

The group met twice and decided there was merit in moving forward. They subsequently developed terms of reference and a mandate for the proposed committee and Commissioner Fantino presented the concept to the CACP Board of Directors at the annual convention in Calgary last August.

The CACP Board endorsed the concept and agreed to establish the committee under its auspice.

In the following article, Commissioner Fantino, named the committee's inaugural chair, explains the committee's makeup, its mandate and what it hopes to achieve.

By Julian Fantino, Commissioner, Ontario Provincial Police

In 2005, Sir John Wheeler was commissioned by the Australian government to conduct a review of airport security and policing, including a risk assessment of petty criminality. Mr. Wheeler made the following observation:

"Terrorism and Crime are distinct but potentially overlap. At its most basic, a culture of lax security or petty criminality can provide opportunities for terrorist to exploit weaknesses in airport security. Staff can be bribed (or intimidated) to ignore criminality or paid large sums to assist in drug trafficking or theft. Once compromised, such employees may be unable to stand up to terrorists."

In 2003, a Canadian senatorial committee presided over by Senator Colin Kenny tabled an equally compelling report entitled, "The Myth of Security at Canada's Airports". The committee reported that lax security works for organized crime at Canadian airports; the more moles these criminals can keep in the system, the more they can steal, and the more contraband they can move. Senator Kenny's committee also commented about the lack of cooperation and coordination among the various agencies working in an airport, and the limited sharing of information between the public and private sectors.

We also have numerous examples of just how these vulnerabilities have been exploited by illegals entering the country, the international drug cartels, petty thieves employed at airports and much more. In essence, Canadian airports have become fertile ground for enterprising transnational organized crime networks and terrorists, as well as opportunistic petty criminals.

Before agreeing to endorse our proposed committee, the CACP Board wanted to know three things: the committee's objectives, that there is a long-term need for such a committee and that the committee's membership would be national in perspective.

We were able to answer the first two concerns easily. The terms of reference and mandate clarifies our objectives. As long as there is a

terrorist threat from outside the country and criminal activity within our airports, there will definitely be a long-term need for such a committee.

Answering the third concern was a bit more difficult because our membership will dictate how widely we spread our national influence. However, I am pleased to say we have received positive response from all parts of the country and I am confident the committee reflects national interests.

From our discussions, we were able to formulate Terms of Reference that recognize:

- *The special nature of the aviation system*
- *The importance of the industry to the Canadian economy*
- *The importance of maintaining the confidence and integrity of the aviation system*
- *That aviation security is a shared responsibility*
- *The importance of an integrated approach to protect the aviation system from criminals and, potentially, terrorists*

The Canadian Aviation Security Committee, as we are referred to, will examine best practices to prevent the exploitation of the aviation system by organized crime or terrorists. It will look for opportunities for more effective integration, cooperation, communications and information sharing among all stakeholders. It will also examine the feasibility of conducting joint exercises, training and other learning opportunities between all parties involved in the aviation system in the spirit of public and private partnerships.

In the aftermath of the 9-11 tragedy, governments and public and private sector agencies bearing on the airline industry have increased their individual and collective vigilance and security efforts significantly. However, I believe that industry-wide security initiatives will forever remain a work in progress with virtually no end in sight.

The studies, the experts, and the commissions, including the 9-11 commission findings clearly indicate that the threat of terrorism is very real. The many related aspects of vulnerability within the air travel industry indicate that the problems are many and varied, beginning with airport security.

The collective wisdom, however, converges on the fact that the problem cannot be solved in isolation; that it requires a common integrated approach, and most importantly, the resolve and determination to engage rather than ignore or deny.

With the implications flowing from the Maher Arar Inquiry, the stringent border controls being imposed by the United States, the Canadian flight-screening system as well as the many other security

vulnerabilities known to exist within the air travel industry, it is imperative that the CACP continues to demonstrate leadership, as it has been done with other significant public safety concerns such as organized crime, crime prevention, traffic safety, etc.

I would like to thank the Canadian Association of Chiefs of Police for the support it showed us as we worked our way through the process. A special thanks, as well, to every individual and organization that has participated in the discussions that led to the CACP endorsing what we are calling the Canadian Aviation Security Committee.

Together, we are stronger than we could ever be individually, as we focus on making the Canadian aviation system the safest in the world.

CRIME PREVENTION COMMITTEE

LITERACY AND THE POLICE IN CANADA

by Cheryl Stephens

LITERACY EQUALS CRIME PREVENTION

The evidence is in: raising literacy rates in the community contributes to reducing crime and lowering recidivism.

Statistics Canada defines literacy as the ability to understand and use printed information in daily activities.

Research in North America tells us that criminal offenders have lower average literacy levels than the general population. Neighbourhoods with lower literacy levels have higher crime rates. Low literacy and poverty are correlated with crime—for both victims and offenders. Witnesses with low literacy need help to communicate effectively in giving a report or testifying later.

A 1996 CACP Drug Abuse Committee study confirmed the correlation among low literacy, drug abuse, and crime in the youth population. Literacy programs in prisons have resulted in positive outcomes (such as being able to maintain employment) and reduced rates of re-offending.

Literacy is an important ingredient in a healthy society, something police recognize through their ongoing work in community-based literacy initiatives.

NEED FOR POLICE AWARENESS

What is the cost, to police, of lack of awareness about literacy and its impact?

Courts have held the police liable in civil lawsuits and criminal prosecutions have not succeeded, all from a failure to communicate effectively with a person with low literacy. So taking account of literacy issues in police policy and operations is a duty and a risk prevention measure.

The courts recognize that low literacy skills interfere with an accused's ability to fully understand his or her rights. A person who does not understand his or her rights cannot be expected to assert them or to appreciate the consequences of waiving those rights under the Canadian Charter of Rights and Freedoms.

The courts have placed the emphasis on understanding. A police officer must ensure that an accused person is capable of understanding a right, and does, in fact, understand it. The courts also say that police must take steps to make themselves aware of literacy as an issue in law enforcement.

Canadian courts say that a police organization's duties to the public include the obligation to train members to recognize and respond to literacy problems, to supervise the practice of effective communication, and to ensure communication results in understanding. Police must accommodate the needs of those with low literacy, by disclosing to or informing suspects effectively. The onus is on police to eliminate any systemic discrimination.

From the outset of any encounter, police need to be aware of the comprehension issues, and special circumstances that interfere with communication.

That is the result of law developing from the decision of the Supreme Court of Canada in R. v. Evans in 1991. Since then the provincial courts have identified low literacy skills as one of the special circumstances where misunderstanding might arise. Civil tort law in the area of negligent investigation is in flux (the Supreme Court of Canada is expected to rule on this shortly) but it may also come to govern police interactions with members of the public with low literacy.

MEETING THE LITERACY CHALLENGE

There is a clear obligation on police organizations to develop policy and programs in relation to literacy and law enforcement. Training is necessary to provide police officers with the capacity to recognize a possible literacy problem and to make reasonable efforts to effectively overcome it.

A systematic approach and tools are required to assess, at an early point, the literacy of victims, witnesses, and accused persons, so that the system can function properly and that fair trials result in successful prosecutions.

Consistent methods are needed to explain and make meaningful the rights in the standard police charge, and particularly the rights to remain silent and to have counsel. Policies need to be developed and supervision will be necessary to ensure that these measures are working.

CACP PROJECT SEEKS SOLUTIONS

The CACP Crime Prevention Committee launched the Literacy and the Police Project in March 2007 to assist police organizations to “target crime with literacy”.

This follows input from the CACP-led Coalition on Community Safety, Health and Well-being, that includes national associations specialising in literacy, education and support to marginalized groups including those re-entering society after serving time in correctional institutions.

The Literacy and the Police Project aims to increase police awareness of literacy challenges faced by members of the community—and witnesses, complainants, detainees, and suspects—and to increase police involvement in community literacy initiatives.

The Project will develop tools for use in police training, professional development, and community relations. A fine team has been assembled to take on this work.

Literacy advisor, Richard (Dick) Nolan brings valuable expertise to the Project. He was the founding Executive Director of the National Literacy Secretariat, now known as the National Office of Literacy and Learning within Human Resources and Social Development Canada, the federal department funding the Project.

The Project’s writer-researcher, Cheryl Stephens, is well known internationally for her promotion of plain language in the law. For the past 18 years, she has worked on access to justice projects focused on literacy and comprehension issues in courts, administrative tribunals, and lawyers’ practice.

Maggie Villeneuve brings 20 years of non-profit sector experience to her role as Project/Events Administrator. CACP Executive Director Peter Cuthbert is the ex officio member of the Project Team. Dorothy Ahlgren-Franklin co-chairs the CACP Crime Prevention Committee and is coordinator of the Project. She also chairs the Project’s 8-person Advisory Committee, drawn from police, literacy, government and plain language sectors.



Dorothy Ahlgren-Franklin, Dick Nolan



(L-R) Maggie Villeneuve, Dorothy Ahlgren-Franklin, Janet Pringle, Cheryl Stephens, Sally McBeth, D/Chief John Domm (back), Dick Nolan



(L-R) Cheryl Stephens with Advisory Committee members Janet Pringle, D/Chief John Domm

LITERACY:

The ability to understand and employ printed information in daily activities, at home, at work and in the community to achieve one’s goals, and to develop one’s knowledge and potential. Source: Statistics Canada / Statistique Canada

2003 International Adult Literacy and Life Skills Survey measured literacy in four domains:

Prose literacy — the knowledge and skills needed to understand and use information from texts including editorials, news stories, brochures and instruction manuals.

Document literacy — the knowledge and skills required to locate and use information contained in various formats, including job applications, payroll forms, transportation schedules, maps, tables and charts.

Numeracy — the knowledge and skills required to effectively manage the mathematical demands of diverse situations.

Problem solving — goal-directed thinking and action in situations for which no routine solutions exist. The problem solver has a more or less well defined goal, but it is not immediately obvious how to reach it. The understanding of the problem situation and its step-by-step transformation, based on planning and reasoning, constitute the process of problem solving.



by *Dorothy
Ahlgren-Franklin*

TARGET CRIME WITH LITERACY



This catchy phrase is the tag-line for an innovative CACP project called Literacy and the Police in Canada.

The project is an initiative of the Crime Prevention Committee, and reflects the CACP commitment to encourage pro-social behaviour through social, economic, health and educational measures. This approach is what the United Nations calls "prevention through social development or social crime prevention", which governments and civil society should promote alongside conventional crime prevention methods.

The goal of the project is to increase police awareness of literacy challenges that may be a factor in their interactions with victims of crime, complainants, suspects, witnesses and the increasingly diverse communities served by police.

LITERACY DEFINED

Literacy is defined by the International Adult Literacy Survey, managed by Statistics Canada in cooperation with the Organisation for Economic Co-operation and Development (OECD) as "the ability to understand and employ printed information in daily activities, at home, at work and in the community – to achieve one's goals, and to develop one's knowledge and potential." This definition certainly pertains to Canada in the 21st century information age.

According to the OECD, literacy skills yield many benefits. At an individual level, literacy contributes to personal development, as people participate more in society and the labour market. At a community level, literacy contributes to the economic and social performance of society as a whole. It is a necessary ingredient for citizenship and community participation. Canada's much-admired community policing tradition is based on active citizen and community participation.

IS LITERACY A PROBLEM IN CANADA?

It appears so. The statistics on literacy explain why so many prominent Canadians and corporate and volunteer organizations are placing an emphasis on improving literacy among children and adults alike. Statistics Canada's Adult Literacy and Life Skills survey, which tested more than 23,000 people in 2003, revealed that 42% of adult Canadians lack the literacy skills necessary to succeed in today's economy and society. Some 47% of Canadians aged sixteen years and over have difficulty using information on forms, and 48% cannot do simple math based on printed instructions.

These statistics become more meaningful, and more poignant, at the local level—whether an inner city setting or a remote Aboriginal community. This is where a lack of literacy skills can affect individuals, families and the well-being of the community as a whole. This is also where literacy programs benefit from the active commitment of community members, schools,

service groups and businesses. The CACP-led Coalition on Community Safety, Health and Well-being includes national associations with mandates in literacy, education, criminal justice, and support to immigrants, refugees and Aboriginal people. The Coalition encourages investment in those measures that are proven to enhance the personal and social development of Canadians and to reduce the risk of involvement in the criminal justice system. One of these measures is literacy.

WHY TARGET CRIME WITH LITERACY?

The correlation between literacy challenges and the criminal justice system is sobering. The TD Bank Financial Group notes that "poor youth literacy is related to high school drop out rates, long-term unemployment and higher crime rates". About 65% of inmates in federal correctional facilities have literacy problems, and that figure soars to well over 80% in parts of Canada where Aboriginal people, men and women with learning disabilities, newcomers to Canada and people trapped in cyclical poverty form a large part of the prison population. Most people do not self-identify as having a literacy challenge because of the social stigma, and therefore may not seek out literacy programs.

Within the criminal justice system, the literacy challenge is being addressed on several fronts. The National Judicial Institute, in its guide for judges on literacy and access to justice, notes the need for accused persons, witnesses and jurors to understand what is going on in the courtroom. The Canadian Judicial Council has completed a set of Model Jury Instructions in plain language, and is working on tools to enhance communication with those accused who choose to represent themselves. The Council of Canadian Administrative Tribunals has developed learning materials on literacy challenges within the justice system.

Low literacy has been identified in some courts as a special circumstance where misunderstandings might occur. This is another suggestion that police should take special care in cases where they become aware that a literacy challenge may exist. The onus is on police to go beyond a mechanical recitation of rights, and to ensure that an accused does, in fact, understand. There is a two-fold risk for police if they ignore the critical need that the accused understand: the possibility of civil liability for damages for negligent investigations and the risk that evidence may be rejected. Either situation brings disrepute to the justice system, of which the police are the first point of contact.

REACHING OUT TO EXPERTS

In taking on this project, the CACP approached experts in four sectors to serve as an Advisory Committee. Distinguished individuals bring their expertise in literacy, plain language, government and policing.

Charles Ramsey of Fredericton is the past Executive Director of the National Adult Literacy Database, which in 2002 won Honourable Mention in the UNESCO International Literacy Awards. Craig Jones of Kingston is the Executive Director of the John Howard Society of Canada, which operates literacy programs for individuals re-entering society after serving time in correctional institutions.

Sally McBeth has 25 years of experience as a plain language editor, consultant, adult educator and author; she is currently a lead trainer with the City of Toronto's clear language project and the Ontario Cabinet Office's clear web writing initiative. Janet Pringle, a plain language writer and editor based in Moose Jaw, specializes in work on behalf of people who face literacy barriers and whose civic participation may be limited as a result.

Dr. Avis Glaze is the CEO of the Literacy and Numeracy Secretariat of the Ontario Ministry of Education, recognized internationally for her work on literacy. John Scoville is the Superintendent of Prisons for Newfoundland and Labrador, President of the Newfoundland and Labrador Crime Prevention Association, and member of the Federal-Provincial-Territorial Working Group on Community Safety and Crime Prevention.

Two members of the CACP Crime Prevention Committee bring a police perspective to the work. Deputy Chief Kim Derry of the Toronto Police Service works with summertime literacy camps for youth. John Domm is Deputy Chief of the Nishnawbe-Aski Police Service, headquartered in Thunder Bay, which serves the Nishnawbe-Aski Nation (Treaty 9) across the north of Ontario.

RESPONSE FROM POLICE

The response to this initiative has been overwhelmingly positive. Work to date has revealed a very strong appetite on the part of police to better understand the nature and extent of literacy challenges. Regional focus groups, hosted by the police services of Toronto, Halifax and Vancouver at the time of writing, with another to take place in Thunder Bay hosted by Nishnawbe-Aski, have allowed the Project Team to consult with both front line police officers and supervisors. The focus groups serve two purposes: they raise awareness about literacy and they provide a forum for suggestions and insights from police.

Each focus group begins with discussion about literacy, and what constitutes a literacy challenge. When reflecting upon their interactions with the public, many police acknowledge that literacy can be an overlooked factor that has an impact on those who come into contact with the criminal justice system. Focus group participants bring to the table their own experiences as police officers dealing with individuals who may have had a literacy problem. Consistently, police have expressed the need to be more aware of this problem, so that they can be more effective in their communications, more rigorous in their investigations, and part of the solution to the literacy barrier that people in our communities cannot overcome by themselves.

Knowledge and insight gained from these consultations with police feeds into the next stage of the project, development of learning materials. These are being assembled based on extensive research conducted by literacy and legal specialists, and drawing upon the Advisory

Committee expertise in literacy, adult learning and use of clear language. The materials consist of a resource manual on literacy challenges and implications within the criminal justice system, an education and training package for police and web-based downloadable material that will be available to all police in Canada.

FUTURE LITERACY INITIATIVES

The Literacy and the Police in Canada project has been possible because of a grant from the National Office of Literacy and Learning, part of the Department of Human Resources and Social Development Canada. That funding has been supplemented with generous in-kind contributions, from the CACP National Office and sponsoring Crime Prevention Committee, the eight-person Advisory Committee, and police services and individual officers across the country. The response from the policing community has been one of vigorous support for this 18-month project. In fact, so many suggestions for further work on this topic have come forward that the CACP will consider future projects to build upon this strong police commitment to enhance the safety and development of communities.

Details on activities to date, links to literacy organizations and resources available on this subject, can be found at www.PoliceABC.ca



DRUG ABUSE COMMITTEE

CANADIAN ASSOCIATION OF CHIEFS OF POLICE DRUG POLICY: A BACKGROUNDER

By *Barry MacKnight, Chief, Fredericton Police Force, Chair, CACP Drug Abuse Committee*

The substance abuse issue in Canada is extremely complex. Law enforcement agencies often find themselves in the middle of the debate of the day, whether that be supervised injection sites, legalization, or harm reduction. Being able to successfully navigate this complex environment as a police leader, while implementing progressive and effective policies and programs, and while maintaining the trust of the community, is essential- and not simple. Developing a comprehensive policy document that reflects the positions of the CACP was a priority over the last couple of years with the Drug Abuse Committee.

The CACP has taken a number of progressive positions over the years with respect to drug policy in Canada. As far back as 1973 the association has, through its resolutions, programs and initiatives, sought to exert a positive influence as our communities struggle with substance abuse issues. The policy document is intended as a guide for CACP members in their day-to-day responsibilities as Canada's police leaders as well as when commenting publicly on Canada's drug policy and substance abuse issues in their communities.

The CACP believes in a balanced approach to the issue of substance abuse in Canada, consisting of prevention, education, enforcement, counseling, treatment, and rehabilitation. All of these factors are accounted for within the following categories:

Prevention

The CACP strongly believes that prevention is most important. Arguably, if prevention is successful there will be decreased in the harms attributed to substance abuse.

Enforcement

The CACP is also committed to enforcement practices that target the criminal infrastructure, which supports and perpetuates the cycle of crime, violence, disorder, as well as the victimization of the most vulnerable citizens in our communities.

Healthy Communities and Transition to Treatment

The CACP supports a range of strategies that serve to reduce harm in society, and has in the past, expressed qualified support for certain activities that reduce harm, such as Needle Exchange Programs. This means that CACP does not endorse any initiative that is presented as "harm reduction", but rather assesses specific initiatives that advocate reducing harm.

Treatment

The CACP calls for accessible and on-demand treatment for substance abuse for both adults and youth. Society as a whole has an obligation to provide whatever treatment tools and resources are necessary to end addiction to drugs. Treatment interventions should address and anticipate a broad spectrum of needs.

CANADIAN ASSOCIATION OF CHIEFS OF POLICE DRUG POLICY

INTRODUCTION

The CACP has taken a number of progressive positions over the years with respect to drug policy in Canada. As far back as 1973 the association has, through its resolutions, programs and initiatives, sought to exert a positive influence as our communities struggle with substance abuse issues.

In drafting this policy, the CACP Drug Abuse Committee was guided and influenced by a number of stakeholders and positions, including the overarching position that the use of illicit drugs is harmful. For example, the vision of the National Framework for Action to Reduce the Harm Associated with Alcohol and Other Drugs and Substances in Canada - Answering the Call, is that "All people in Canada live in a society free of the harms associated with alcohol and other drugs and substances", and acknowledges that there is harm associated with substance abuse. This Framework has been reviewed and endorsed by the CACP Drug Abuse Committee.

OBJECTIVE

This document is intended as a guide for CACP members in their day-to-day responsibilities as Canada’s police leaders as well as when commenting publicly on Canada’s drug policy and substance abuse issues in their communities.

OUTLOOK

The CACP is an important leader of progressive change nationally, and is committed to building safer and healthier communities through safe streets, safe homes, safe schools, and strong, vibrant neighbourhoods. The CACP “Leads Progressive Change in Policing” and has a clear public position on drug abuse, including a policy that can be examined, critiqued, and debated. The CACP welcomes dialogue on this complex and evolving issue as we continue to work towards a safer and healthier Canada in collaboration with our partners.

TERMINOLOGY

The CACP defines “Drugs” as all substances, legal and illegal, that cause behaviours that are harmful to the community at large, including alcohol, as well as legal and illicit drugs. In the context of policing, the CACP is primarily concerned with the negative behaviours that arise from substance abuse, and the impact of those behaviours on public safety and public order.

For the purposes of this policy, the CACP considers any illicit drug use to be “abuse.” Further, any use of a licit substance (e.g., alcohol, medication) in a harmful way is considered abuse.

CACP DRUG POLICY: A BALANCED APPROACH

The CACP believes in a balanced approach to the issue of substance abuse in Canada, consisting of prevention, education, enforcement, counseling, treatment, rehabilitation, and where appropriate, alternative measures and diversion to counter Canada’s drug problems.¹

We believe in a balanced continuum of practice distributed across each component, supplemented by projects and initiatives as necessary. In addition, the policy components must be fundamentally lawful and ethical, must consider the interests of all, and must strive to achieve a balance between societal and individual interests. Further, the CACP believes that to the greatest extent possible, initiatives should be evidence-based.

The CACP does not support uncoordinated silos of effort and work. CACP members partner in a broad spectrum of proactive, community based initiatives. The CACP encourages participation in substance abuse prevention and awareness initiatives that support a safer and healthier Canada, through a vision aimed to reduce crime, reduce the fear of crime, protect the vulnerable, and create safer and healthier communities for all Canadians.

PREVENTION

The CACP strongly believes that prevention is most important. Arguably, if prevention is successful there will be decreased in the harms attributed to substance abuse.

To gauge the magnitude of the alcohol and illicit drug use problem in Canada, CCSA, Health Canada, and provincial partners conducted a national telephone survey in 2003 (Canadian Addiction Survey, 2005).

This study (CAS) revealed that in the preceding year,

- 79.3% of the population ages 15 and over consumed alcohol,
- 14.1% used cannabis, and 3% used other illicit drugs (i.e., hallucinogens, cocaine, amphetamines, ecstasy, and heroin).
- Furthermore, young people are disproportionately more likely to consume substances,
- about 90% of youth aged 15 to 24 reported past-year consumption of alcohol,
- 40% report past-year cannabis use, and
- 13% report past-year use other illicit drugs.

In addition, the age of initiation for substance use appears to be dropping. Young people aged 15 to 17 reported engaging in earlier use than those 18 to 24. This is a troubling pattern as earlier substance use is related to an increased likelihood of heavy use, experiencing harms from use, and symptoms of dependence.^{ii,iii}

Data from the CAS also indicates males are substantially more likely to use alcohol and illicit drugs compared to females; however, females are more likely to experience harm. Therefore, prevention programs also need to be gender specific.

The overall theme of prevention should be to encourage Canadians to stay “drug free,” and to discourage substance abuse. The relative lack of resources, and inconsistent use of existing resources and effort directed at age-appropriate prevention and education strategies on a national scale is a significant concern. Drug education and positive youth development, as a regular and sustained part of the school curriculum, is imperative. Furthermore, prevention programs should be informed by research that helps identify the high risk users in order to better refine the implementation of these programs.

Positive youth development through Asset Building makes an important difference in the lives of children and youth as they transition to young adulthood. While children and youth are only 20% of our population, they are 100% of our future. Police, as community leaders have a role to play in helping to keep their dreams alive and full of hope through a HEP (Health, Education and Enforcement) partnership model. The SEARCH Institute’s Developmental Asset Building tm is evidence based and endorsed by the CACP.

Past prevention campaigns, such as those for anti-smoking and anti-drinking and driving, were successful in changing societal attitudes and behaviours, in part, because the undesirable behaviour was identified, judged and stigmatized. Recent messages that tend to de-stigmatize drug use have desensitized society, particularly impressionable young people, to the dangers of illicit drug use. Therefore, the CACP supports long-term and sustained prevention campaigns involving all key partners that have a clear abstinence message and that include clear information about the harm caused by illicit drug use.

The CACP values its ongoing partnership with the Health, Education and Enforcement in Partnership (HEP). HEP is comprised of a network of organizations and individuals representing diverse perspectives, committed to addressing substance abuse issues. HEP unites key players from the health and enforcement fields at the local, provincial, and national levels. It is an inclusive network, including Health Canada’s F.P.T. Committee

on Alcohol and Other Drug Use, Addictions Agencies, D.O.J. (Justice Canada), C.S.C. (Correctional Services of Canada), S.G.C. (Solicitor-General Canada), R.C.M.P., C.B.S.A. (Canadian Border & Security Agency), N.C.P.C. (National Crime Prevention Center), and F.C.M. (Federation of Canadian Municipalities) all united in a partnership co-chaired by Canadian Centre on Substance Abuse and the CACP.

Prevention supports CACP’s public safety mission in that it will reduce the number of people who abuse substances. This will reduce the number of incidents where a drug abuser’s behaviour, in the form of crime and disorder, has a negative impact on themselves, their family, and their community.

Ultimately, effective prevention strategies will:

Reduce crime,

Reduce the fear of crime,

Minimize victimization, and

Create safer and healthier communities.

ENFORCEMENT

The CACP is also committed to enforcement practices that target the criminal infrastructure, which supports and perpetuates the cycle of crime, violence, disorder, as well as the victimization of the most vulnerable citizens in our communities. This strategy supports our mission to reduce crime, reduce street disorder, protect the vulnerable and create safer communities. As well, an enforcement priority will remain targeted at those who profit from the drug trade in trafficking, cultivation, importing, exporting, and production of illicit drugs.

Enforcement should also be prioritized towards those whose trafficking behaviour interferes in the lawful use and enjoyment of a given facility or location, whether public or private, or contributes to street disorder, and causes fear among citizens and the community at large.

The CACP endorses the practice of police discretion in individual communities, but believes there should be emphasis on enforcement of laws against the possession/illegal use of drugs where the users are engaged in behaviours that harm or interfere in the lawful use or enjoyment of public or private property, and contribute to street disorder. In particular, the CACP believes that enforcement should be a priority in parks, school grounds and other locations where vulnerable children and youth are placed at risk.

HEALTHY COMMUNITIES AND TRANSITION TO TREATMENT

The CACP supports a range of strategies that serve to reduce harm in society, and has in the past, expressed qualified support for certain activities that reduce harm, such as Needle Exchange Programs. This means that CACP does not endorse any initiative that is presented as “harm reduction”, but rather assesses specific initiatives that advocate reducing harm.

Qualified support of activities claiming to reduce harm has always been accompanied with a call to ensure these activities are based on credible evidence and are part of a comprehensive response. The CACP acknowledges that the reduction of harm is necessary to support public health objectives such as reducing transmission rates of HIV and hepatitis, as well as preventing drug overdoses. Reducing harm should reflect transitory measures to prevent addicts from contracting disease, injuring themselves, or dying before they have an opportunity to access and eventually succeed at treatment. Harm reduction measures should not be seen as an end in themselves, but rather as temporary measures for hard-to-reach addicts leading to treatment and abstinence.

Some practices may initially reduce harm to the user, but may unintentionally cause more long-term harm by enabling the addicted user to remain in a perpetual cycle of addiction.

The longer addicts are maintained in a cycle of addiction without an accessible pathway to treatment, the more likely they are to engage in negative behaviours that harm themselves, other citizens, and the community at large. These behaviours are reflected in property crime, violence, street disorder, and calls for service to which the police must respond. The CACP supports health initiatives that preserve and protect life by preventing disease transmission and overdose deaths. However, the longer a person stays in the cycle of addiction, the longer they remain at risk. The health and safety of drug abusers and those in the community at large must be considered in the implementation of any initiatives.

Initiatives designed to reduce harm to drug abusers may also conflict with law enforcement activities intended to address public safety issues. The CACP encourages the management and mitigation of these impacts through communication with community partners.

The CACP acknowledges that there are different types of harm associated with drug abuse that fall outside the realm of health (e.g., social and economic harms). Therefore, health-based initiatives that reduce harm should not be perceived as automatically taking priority over other concerns. By expanding the definition of reducing harm to include all initiatives (and organizations) that reduce harm, this strategy becomes less controversial and more understood, inclusive, and supportable.

Where there is public debate on the merits or disadvantages of initiatives or activities claiming to reduce harms related to substance abuse, the CACP urges its members to recommend that the following questions guide the discussion:

- *What do we know about this problem? Has anyone validated the problem trying to be addressed? (e.g., is there empirical data to support the claim that there is an injection drug use problem that warrants a Supervised Injection Site?)*
- *Why are we trying to address it this way? Has anyone considered alternate means of addressing this issue? (If there is such a problem, is an SIS the only way to address it?)*

i CACP Resolution 1999-15.

ii Grant, B.F., Stinson, F.S., & Harford, T.C. (2001). Age of onset of alcohol use and DSM:IV alcohol abuse and dependence. A 12 year follow up. *Journal of Substance Abuse*, 13, 493-504.

iii Warner, L.A., & White, H.R. (2003). Longitudinal effects of age at onset and first drinking situations on problem drinking. *Substance Abuse and Misuse*, 38, 1983-2016.

- *Where is the evidence supporting this action? Does this initiative conform to the law? Is this a shot in the dark?*
- *When do we know we've reached the goal? Are there specific objectives for this initiative? What are they and how will they be measured?*
- *Who is accountable? For this initiative and its anticipated/unintended consequences?*

TREATMENT

The CACP calls for accessible and on-demand treatment for substance abuse for both adults and youth. Society as a whole has an obligation to provide whatever treatment tools and resources are necessary to end addiction to drugs. Treatment interventions should address and anticipate a broad spectrum of needs.

The CACP acknowledges that addiction is a chronic and relapsing disorder that may require multiple interventions. Treatment will reduce

the number of addicts and reduce their addiction-related behaviours that harm society, and to which the police must devote resources. Clearly, the more accessible and comprehensive the treatment program, the more likely an addict is to succeed in ending the harmful cycle of addiction.

The CACP strongly supports legislated and properly resources programs, such as drug courts and other initiatives, which facilitate and enforce mandated treatment programs. In addition, treatment programs should be made available for those incarcerated or being released into the community under conditions.

CONCLUSION

The CACP leads progressive change in policing in Canada, contributing to and supporting healthy, strong, and safe communities. This document is intended to provide a reference point for CACP members, and to encourage further debate, research, and communication.

HUMAN RESOURCES COMMITTEE

CACP HR AND THE POLICE SECTOR COUNCIL

By Rudy Gheysen, Director, Ontario Police College

The Police Sector Council - a non-for-profit strategic HR planning and management organization, funded through the federal government's Sector Council Program - was spearheaded by CACP HR committee in conjunction with the CPA and became operational January 2005. The new Council provides a small full-time staff, and an avenue to much needed Federal research/project funding.

Since its inception the CACP HR has had active involvement in directing and supporting the Councils research and products. Members of the CACP HR committee have volunteered time and resources and worked on the sector approach to many challenges – recruitment, education and training and leadership development.

Over the 2006/2007 fiscal years we have partnered on a number of projects:

- *in the spring of 2006, the Council published "Policing Environment 2005" - a study that provided a good overview of the current "face of policing." The CACP HR committee members served on the project steering committee and worked with the Council to secure a data dump of information - province of work, start of service, year of birth, gender, job category - on each employee. In addition we also were able to provide data and analysis on critical HR issues/responses currently underway in the Fall of 2006 the Sector Council secured \$600,000 in*



funding and enlisted many of the CACP HR leaders to work on a multi-stakeholder research study. Termed the "HR Diagnostic", the study examined current and future processes/practices in recruitment, training and education, leadership development and succession planning and competency-based HR management. That study was almost a year long and enabled input from over 13,000 participants – many HR leaders and practitioners, as well as Chiefs of police, recruiters, and candidates and employees were interviewed or participated in focus groups.

- *The results of that study provide a challenging blueprint to improved HR planning and management, and in responding the CACP HR*

committee will continue to leverage the Council process and funding in January 2007, the HR Committee initiated and championed a project to create a DVD on the challenges and issues of recruitment in today's environment. The DVD was to capture the various perspectives of chiefs, and leaders from other stakeholder organizations, on current and future recruitment challenges. A project sub-committee was struck to oversee the project. They ensured existing footage, photographs and technical resources were made available to the project team and facilitated interviews with key stakeholders from across the country.

- For the remainder of this year and into fiscal 2008, the CACP HR will continue to be a critical participant on the Sector Council either on steering committees, or through leadership and strategic advice

on many new projects competency-based occupational standards for entry level and supervisory management e-learning curriculum for all of policing – diversity training, mental health and wellness, firearms verification, etc

- social marketing to support police recruiting
- development of an all policing employee database
- environmental scanning and reporting
- youth attitudes surveys

The CACP HR / Sector Council partnership has proven to be an excellent catalyst for an improved focus on the HR challenges, and to undertake activities that will benefit all of policing.

CACP PROFESSIONAL STANDARDS SUBCOMMITTEE IDENTIFIES CURRENT ISSUES

By S/Supt. Tony Corrie, Chair, Professional Standards Subcommittee



In 2004, the Professional Standards Subcommittee was created under the umbrella of the CACP Human Resources Committee to bring together police senior managers to share best practices; determine trends in officer misconduct; and work towards an efficient and effective way of doing business. Toronto Police Staff Superintendent Tony Corrie is the current Chair of the Subcommittee.

Through a review, the Subcommittee has identified a number of operational, procedural and substantive discipline related issues facing Professional Standards managers across the Country.

RESOURCES OF THE PROFESSIONAL STANDARDS BUREAU

An inadequately resourced Professional Standards Bureau creates a significant risk of liability to a police organization. Most organizations reported an inadequate strategic staffing model in this area. It was agreed that a job specific competency profile that factors character, skill sets and competencies into attracting and selecting the best individuals to work in the area is essential to ensure the integrity of investigations and acceptance of the membership. Several services select the top qualified candidates from promotion lists to ensure that their professional standard sections are continuously staffed with highly skilled and competent individuals. Respect for the investigative process often leads to early resolution. Early resolutions minimize the risk of damage to the reputation of the police service and to the employment relationship with the individual officer.

It is imperative that internal affairs investigators who do not have the requisite skills be trained to help them function more effectively. Professional Standards investigations are becoming increasingly complex. They include corruption and conflict of interest allegations and often

involve surveillance, undercover operations and electronic surveillance. Various organizations are examining the viability of drug testing and targeted integrity testing. These resource intensive, proactive investigations are extremely difficult to manage in an environment of heavy caseloads and significant time pressures. Some jurisdictions have moved to consolidate resources in an effort to develop anti-corruption units or teams focused specifically on these types of investigations.

It was also recognized that insufficient attention has historically been paid to the high stress work environment of Professional Standards creates potential for health and wellness issues for investigators. Investigators should be trained to recognize and address stress related problems.

DISCIPLINARY TRIBUNALS

Trends identified in internal disciplinary tribunals included concern with the "over legalization" of the disciplinary hearing process, inconsistency in decisions within and between provinces, and the increased number of hearings in several jurisdictions resulting from court or board decisions. "Over legalization" refers to the increased use of lawyers at proceedings, the greater number of motions being made (jurisdictional challenges, procedural motions, bias arguments), the corresponding skyrocketing expenses to services and associations, and the increased number of acquittals based on technical grounds (i.e. the failure to obtain appropriate extension requests). Police officers have to wait longer for their hearings to come forward and may experience a sense of removal from an increasingly technical and legal process. Associations are challenged to find sufficient funds to pay legal counsel to conduct these hearings. Inconsistent decisions with respect to substantive issues and sentences and technical acquittals have shaken public and police confidence in the process.

Timely resolution of police discipline issues is also important to Boards,

Commissions, Associations, and the public. One of the consistent complaints is the amount of time that it takes to conclude public complaints. Potential solutions identified for further consideration, exploration and research include developing and implementing forms of early case resolution and reducing hearing times by developing more specific hearing rules and procedures. This may require legislative amendment in some jurisdictions.

Police services have found it increasingly difficult to use senior officers as prosecutors in these proceedings. Using sworn officers as presenting officers is viewed as beneficial in that they generally have a more comprehensive knowledge of policing from both an operational and an administrative perspective than outside counsel. Some services send sworn officers to law school and then utilize them as hearings officers at reduced cost.

INTERRELATIONSHIPS WITH POLICE BOARDS AND ASSOCIATIONS

The importance of the relationship between Professional Standards Sections and Boards, Commissions and Associations was emphasized. Police Commissions and Boards are most effective in their role in civilian oversight when they have a solid knowledge of internal affairs processes and related legislation. It is critically important that Professional Standards staff take the time to provide educational seminars or presentations to Board, Commission and Association members on relevant legislation and policies and procedures employed by their sections. This will serve to clarify myths and misapprehensions about subject officers and processes through the provision of timely and accurate information and more focused input into process and policy improvements. Relationships with Associations may also be improved by having Association board members working in Professional Standards Sections. In jurisdictions where this is practiced, positive feedback indicates the Association board members have a clearer understanding of what is how Professional Standards Sections conduct investigations.

SUSPENDED OFFICERS

Areas that universally posed concerns included suspended officers. It is generally agreed that suspension policies need to be revisited to take into account challenges in terminating an officer and the difficulty in reintegrating officers subject to long term suspensions. A rigorous analysis of the success or failure of suspended officers' return to work and a systematic review of related policies, procedures and, if necessary, legislation is strongly recommended.

OFF DUTY CONDUCT

The issue of off duty conduct and the degree to which it should be subject to disciplinary or code of conduct regulations is another area of concern that requires further research and the development of standardized protocols. Behaviours seen consistently across the country include domestic assault, impaired driving, bar fights, and harassment. The ongoing education of officers about their individual responsibility to their sworn office and emphasizing deterrence is essential.

There is a significant increase in officer off duty conduct requiring investigation. In most provinces, there is a requirement to establish either a nexus between the conduct and the occupational requirements of a police officer or damage to the reputation of the police service. This very broad threshold becomes problematic where there is a personal relationship between individuals in conflict.

WORKPLACE DISCRIMINATION

Discriminatory practice investigations pose challenges for many Professional Standards Sections. Internal complaints by members about the conduct of other members result in time consuming investigations. Mandatory education about workplace harassment is recommended for every agency. External issues relate to a great extent to racial profiling complaints. Guidelines specific to the investigation of racial profiling complaints are required to assist investigators and ensure consistency.

EARLY INTERVENTION SYSTEMS

Risk management through the implementation of early intervention systems is progressing in most jurisdictions. However, two aspects of these systems were identified for further consideration. First, to identify supervisory deficiencies, data analysis should include comparisons of the number of complaints generated by constables working under a particular sergeant, sergeants working under a particular platoon commander, etc. Second, it is critically important that supervisors and any other persons involved in an "intervention" be carefully and adequately trained be conversant with available supports. Finally, the results of the analysis should be shared with Training Sections to ensure that training is appropriately targeted to address identified challenges.

IMPAIRED DRIVING

Police agencies devote enormous resources and public education to curbing impaired driving, however police members continue to get behind the wheel of their personal vehicles after consuming alcohol. Agencies are reporting increased blood alcohol readings in collisions involving impaired drivers, most of who are sworn male officers with over 20 years of service. Committee members expressed concern that police social activities that promote alcohol consumption may negatively influence new recruits to veer from their own values in a desire for acceptance. The Committee is undertaking further study on this issue.

STEROIDS

A view of serious misconduct cases identified increased steroid use as a common trend. The side effects can often lead to mood swings and irrational behavior that can then result in misconduct. While simple possession is not an offence, obtaining the drugs requires contact with criminals and may lead to criminal activity. It is recommended that wellness based education, rather than a disciplinary approach be undertaken to alert members of the dangers of steroid usage.

TRACKING OF POLICY AND SERVICE ISSUES

Finally, it was determined that on occasion, public complaints reveal policy flaws or inadequacies. Although these are typically brought to the attention of service management, a system is required to track these issues and ensure that the policy is reviewed and amended as required.

In conclusion, we are soliciting feedback on how our Committee can contribute to the professionalism of policing across Canada. A future publication will focus on 'best practice' antidotes to some of the identified problems. Please forward comments or suggestions to Staff Superintendent Tony Corrie at tony.corrie@torontopolice.on.ca

INFORMATICS COMMITTEE

MAKING A MUCH NEEDED CONNECTION

CACP Committee Helps Found New Group to Advance Communications Interoperability for First Responders

By: Lance Valcour, CACP Informatics Committee

Have you ever found yourself a few hundred yards away from a police colleague, fire fighter or paramedic and not be able to transmit vital information? It happens all too often. Radio systems, cell phones, PDAs, etc. are not always properly configured, aligned or even designed to allow inter-agency communication. Sometimes intra-agency communications is hamstrung by the available technology... Thankfully, that is changing, and a new partnership is putting the spotlight on advancing communications interoperability for the Canadian public safety sector.

The Canadian Interoperability Technology Interest Group (CITIG) brings together representatives from public safety, industry, academia, government and non-governmental organizations to collectively shape the future of Canadian public safety interoperability. Launched in April 2007 by the Informatics Committee of the Canadian Association of the Chiefs of Police (CACP) in conjunction with the Canadian Police Research Centre (CPRC), the CITIG's first priority has been to reach out those interested in advancing Canadian public safety interoperability.

In October, the first ever Canadian Interoperability Forum was held in Toronto. It brought together more than 60 people from across Canada (and a few from the U.S.), and featured guest speakers, special presentations and an interactive portion that gave participants a chance to address interoperability issues from their agency's, sector's or industry's perspective. The meeting also provided the opportunity to announce that both the EMS Chiefs of Canada and Canadian Association of Fire Chiefs have pledged to participate in this worthwhile endeavour.

"The Canadian Interoperability Forum in October demonstrated that there was a genuine interest in, urgency for and spirit of cooperation about looking at ways to address first responder interoperability," states Eldon Amoroso, Senior Director, London Police Service and Co-Chair of the CACP Informatics Committee. "The meeting helped kick-start the process of getting the right people talking — and doing something — about interoperability."

Overall, the CITIG also aims to:

- create forums for the exchange of information and ideas;
- facilitate communications amongst Canadian public safety interoperability stakeholders;
- bring together the collective wisdom of public safety and communications leaders and experts (best and brightest);
- respond to regulatory issues that impact public safety communications; and
- provide a test bed where aspects of the five elements of SAFECOM's interoperability continuum (governance, standard operating procedures, technology, training & exercise and usage) can

be understood, designed, tested, negotiated, implemented, trained, exercised, standardized or shared.

"When you look at the great strides in communications technology and you see the work being done south of the border and beyond, it's clear that we have a significant opportunity to impact the state of Canadian public safety interoperability," says Steve Palmer, Executive Director of the Canadian Police Research Centre. "The CPRC serves as a single, national focal point for technology research and development efforts in support of Canada's police and public safety community. A focus on interoperability was a natural fit for us, and the opportunity to partner with other first responder agencies, organizations or private sector vendors was most welcomed."

While the CPRC and CACP took the lead in the CITIG's development, the active participation of the EMS Chiefs of Canada and Canadian Association of Fire Chiefs is most welcomed. The ultimate goal is to increase representation from across the public safety community in a move toward a model similar to the National Public Safety Telecommunications Council (NPSTC) in the US. The NPSTC describes itself as: "...A federation of organizations whose mission is to improve public safety communications and interoperability through collaborative leadership."

Awareness about the CITIG's efforts is increasing. In November, the NPSTC welcomed the CITIG as its newest Associate Member — and its first member from outside the United States. As well, a national call for research proposals put the CITIG in touch interoperability movers and shakers from across the country (a major funding announcement is expected in early 2008). At the close of 2007, almost 200 individuals had registered up to become CITIG members. This all bodes well, for the future of Canadian public safety interoperability.

Without a doubt, the quest for greater public safety interoperability should not simply be viewed as a technical issue related to linking up communication or computer networks. It's really a matter of connecting the right groups and people and moving in the same direction. Please share this information with others who are interested in furthering Canadian public safety interoperability. The more like-minded people we can assemble, the greater our chance for success.

In the interim, please visit the CITIG Web site (www.cprc.org/citig). Any suggestions, questions or concerns can be sent via e-mail to citig@cprc.org.

Lance Valcour is an Inspector with the Ottawa Police Service currently seconded to the CPRC as the Project Manager for CITIG. In addition to his long-time participation as a member of the CACP Informatics Committee, he has compiled over 30 years experience working in operational roles and led many technology-related projects both with the Ottawa Police and in the private sector.





NATIONAL PUBLIC SAFETY TELECOMMUNICATIONS COUNCIL



For Immediate Release
Contact: Marilyn Ward
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PRESS RELEASE

**NPSTC Welcomes First International Member,
 Canadian Interoperability Technology Interest Group (CITIG)**

(Littleton, Colorado, November 21, 2007)—The National Public Safety Telecommunications Council (NPSTC) is pleased to welcome its newest Associate Member, the Canadian Interoperability Technology Interest Group (CITIG). Launched in April 2007 by the Canadian Police Research Centre (CPRC) in conjunction with the Canadian Association of the Chiefs of Police (CACP), CITIG brings together representatives from public safety, industry, academia, government, and non-governmental organizations to collectively shape the future of Canadian public safety interoperability. CITIG's partnerships include both the Canadian Association of Fire Chiefs and Emergency Medical Services Chiefs of Canada.

Lance Valcour, Inspector, Ottawa Police Service, says CITIG is modeling its efforts to develop a collective voice for public safety telecommunications on the NPSTC model of collaborative leadership, and is modeling its strategies on the five pillars of success in achieving interoperability developed by the Department of Homeland Security's SAFECOM Program.

"When you look at the great strides in communications technology and you see the work being done in the United States and beyond, it's clear that we have a significant opportunity to impact the state of Canadian public safety interoperability," says Steve Palmer, CPRC Executive Director.

NPSTC is a volunteer council of fourteen state and local public safety organizations that is recognized by the Federal Communications Commission (FCC) as leaders and policymakers for the broader nationwide public safety communications community. Achieving a collective voice on public safety telecommunications issues occurs through informed discussion and debate and the development of consensus positions reflecting the input of NPSTC's members. This year the organizations that make up NPSTC will celebrate ten years of this important collaborative partnership that works to improve interoperability and public safety spectrum allocation.

For more information on NPSTC and CITIG, please visit www.npstc.org and www.cprc.org/citig.

NPSTC is a federation of organizations whose mission is to improve public safety communications and interoperability through collaborative leadership.

American Association of State Highway and Transportation Officials | American Radio Relay League | American Red Cross | Association of Fish and Wildlife Agencies | Association of Public Safety Communications Officials | Forestry Conservation Communications Association | International Association of Chiefs of Police | International Associate of Emergency Managers | International Association of Fire Chiefs | International Municipal Signal Association | National Association of State Chief Information Officers | National Association of State Emergency Medical Services Officials | National Association of State Foresters | National Association of State Telecommunications Directors

LAW AMENDMENTS COMMITTEE

THE LAW AMENDMENTS COMMITTEE: ADVOCATING FOR PUBLIC SAFETY

*By: Deputy Chief Constable Clayton Pecknold and
Assistant Director Pierre-Paul Pichette, CACP Law Amendments Committee Co-chairs*

The Law Amendments Committee (LAC) is the voice of legislative reform for the CACP and has been so for many years. Yet the past several years of minority federal governments has added new challenges to the way the Committee goes about representing the interests of the Association. Political imperatives have always shaped the legislative agendas of government but the ongoing uncertainty created by the present political landscape has made it that much more difficult to predict which of the CACP's legislative priorities will make it to the floor of the house. Despite the new reality, the LAC is forging ahead advocating resolutely on a number of fronts both independently and in strategic collaboration with other CACP committees.

The modernization of Canada's laws related to electronic interception or the "Lawful Access" initiative as it is known, continues to be the number one priority of the Committee. Those who have followed this initiative will know that successive governments have been painfully slow in bringing Canada's interception laws from the time of rotary phones into the modern digital communication age. This remains a controversial initiative attracting criticism from the communications industry concerned with the cost of implementation and from civil society and privacy advocates who fear an erosion of Canadians' privacy. In addition to actively encouraging government to introduce the legislation, the Committee takes every available opportunity to explain to Canadians about the need for modern interception laws to combat organized crime, child exploitation and other serious crime. In this regard the LAC has organized bi-lateral meetings with senior officials from the telecommunications industry and committee members have appeared at both industry and privacy conferences to explain the need for the legislation. These efforts have the added benefit of allowing for a continued dialogue about privacy and the role of private industry in rendering technical assistance to the police. Finally, it is vital to comment on the work of the Lawfully Authorized Electronic Surveillance sub-committee or "LAES". The LAES is a sub-committee of the LAC in the matter of Lawful Access and is made up of the technical/policy experts in the field. Their expertise and hard work is crucial to the success of this initiative. The work will continue.

The Law Amendments Committee has appeared several times this past year on government Bills. The present government's legislative agenda included a number of anti-crime bills including mandatory minimum sentences for firearms offences and reverse-onus bail provisions to name a few. The LAC appeared before both the Senate and House justice committees in support of the Bills as we have done on many occasions in the past.

Committee members also appeared before the House Access to Information, Privacy and Ethics Committee reviewing the Personal Information Protection and Electronic Documents Act ("PIPEDA"). This appearance was to urge the committee to ensure the provisions of the Act which deal with information-sharing with law enforcement are clear and unambiguous. This is particularly important in internet-related child exploitation investigations.

This past year also saw the LAC make considerable efforts towards placing the interests of law enforcement before the judiciary and other legal forums. The Committee continued with its Supreme Court Intervention program managing three interventions before the Supreme Court of Canada in association with the CACP's law firm, Perley-Robertson. In-house counsel with the Edmonton Police Service argued before the Supreme Court in the matter of Hill v. Hamilton-Wentworth dealing with the tort of police negligence while counsel from Perley-Robertson appeared in the matter of R. v. Singh dealing with the accused right to silence. Presently before the court is the important case of Telus-Mobility v. The Queen. which will examine the matter of fees in relation to production orders. This case carries important financial implications for Police Services across the country.

Of particular interest to members may be the work of the Committee in relation to the Air India Inquiry. As we did in the Maher Arar Inquiry, the CACP through the LAC obtained standing at the Air India Inquiry in order to assist the Commission in its understanding of matters pertaining to policing. Mr. Vince Westwick, General Counsel of the Ottawa Police Service and past chair of the LAC represented the CACP. Additionally, as a collaborative effort, the Organized Crime Committee, National Security Committee and Law Amendments Committee put forth a panel of senior officials from the three levels of government to give evidence on the particular challenges related to the complex investigations preceding mega trials. Deputy Director Stephen Chabot, Assistant Commissioner Raf Souccar and Chief William Blair appeared before the Commissioner to speak about the challenges facing investigations of the magnitude of Air India and the need for legislative and policy reform to address these challenges. Issues related to disclosure, witness and trial management, and the capacity of the prosecution services were canvassed. This appearance was the culmination of several months of work championed by Mr. Westwick and will continue with the submission of a written brief to the Commission in January 2008. It is hoped that these efforts will result in recommendations aimed at addressing, in some measure, the pervasive and systemic inadequacies in the Criminal Justice System. Inadequacies which we see hindering our ability to more efficiently and effectively prosecute large complex criminal investigations.

In the coming year the LAC will continue its advocacy role in matters of legislative reform. Recognizing the need for collaboration and coordination a joint meeting was held last year with the Organized Crime Committee to explore areas of commonality. The two committees agreed to meet annually and plan to do so this coming spring. Through these and other efforts we hope to move the legislative priorities of the CACP up the agenda of government and policy-makers.

Lastly, no report on the work of the Law Amendments Committee (or any other CACP Committee for that matter) would be complete without an acknowledgement of the Committee members themselves. All of them have busy and demanding jobs but continue to contribute selflessly to the furtherance of CACP goals. This is a testament to the commitment members of the LAC have towards the safety and security of all Canadians.

R. v. SINGH: THE RIGHT TO SILENCE SHALL NOT BE EXPANDED

By : Francis Brabant, Legal Advisor, Sûreté du Québec, Member, Law Amendments Committee

On November 1, 2007, the Supreme Court of Canada handed down an eagerly-awaited decision in *R. v. Singh*,¹ concerning the scope of pre-trial right to silence. The Canadian Association of Chiefs of Police, represented by David Migicovsky and Margaret Truesdale (Perley-Robertson, Hill & McDougall), obtained the right to intervene before the Supreme Court.²

The Supreme Court decided by a narrow majority (5 to 4) the questions raised by the appellant:

Section 7 of the Charter does not require that police officers abstain from questioning a detainee if he states that he does not wish to speak to the police.³

The rule of the voluntary nature of a statement includes the right to silence so that if the Crown establishes the voluntary nature beyond any reasonable doubt it will be impossible to conclude that a violation has occurred of the right to silence guaranteed by the Charter with regard to the same statement.⁴

The main interest of the Supreme Court decision is the absence of change in the state of Canadian law concerning the right to silence. The appellant attempted to introduce, contrary to the Supreme Court of Canada decision in *Hebert*,⁵ one of the principles set out by the Supreme Court of the United States in *Miranda v. Arizona*,⁶ which stipulates that interrogation must cease when the suspect indicates that he wishes to remain silent. Contrary to what certain media have suggested, the Supreme Court's decision in *Singh* does not establish a new principle that would confer on the police additional powers.

THE FACTS

Mr. Singh was arrested for second degree murder. He was advised of his right to counsel and privately consulted with counsel before being

interrogated.

During the course of two subsequent interviews with the police, the accused stated on numerous occasions that he did not want to speak about the incident, that he knew nothing or that he wanted to return to his cell. Indeed, he invoked his right to silence 18 times.

The interviewing officer either told Mr. Singh that he was not obliged to speak or that he wished to review the proof with the accused. He testified that his objective was to get Mr. Singh to confess "no matter what." Mr. Singh did not directly confess to the crime but identified himself on images filmed by a video camera that linked him to the murder.

The trial judge concluded that the statements were voluntary and that Mr. Singh did not prove the existence of a violation of the right to silence. He admitted the statements. His conclusions were upheld on appeal. Both before the British Columbia Court of Appeal and the Supreme Court of Canada, Mr. Singh did not contest that the statements were involuntary.

THE CONFESSION RULE AND THE RIGHT TO SILENCE

According to Justice Charron, who drafted the majority opinion, the common law right to silence simply reflects the general principle that, absent statutory or other legal compulsion, no one is obligated to provide information to the police or respond to questioning, which "does not mean, however, that a person has the right not to be spoken to by state authorities."⁷

Justice Charron concluded that the rule concerning the voluntary nature of confessions encompasses this common law rule and emphasized that the right to silence has essentially the same scope in the context of an interrogation as was the case prior to the coming into force of the Charter. This is the pivotal premise of the majority opinion.

1 *R. v. Singh*, 2007 SCC 48.

2 See the article by Lynda Bordeleau in the 2007-2008 Membership Directory, at p. 41.

3 *Singh*, *ibid.*, par. 42.

4 *Ibid.*, pars. 8, 31 and 37.

5 [1990] 2 S.C.R. 151.

6 384 U.S. 436 (1966).

7 *Ibid.*, pars. 27-28.

THE SCOPE OF THE RIGHT TO SILENCE

Justice Charron notes that the Charter does not mention the right to silence but the right to counsel, who informs the client of this right. This particularity shows that our Constitution places emphasis on the fact of preventing the State from abusing its higher powers while recognizing the individual's free will to speak or not to the police. It is readily understandable in this perspective that the obligation to postpone interrogation that stems from the right to counsel is necessary since its exercise does not depend solely on the detainee's will, contrary to the right to silence.⁸

The majority justices indicated that the use of means of persuasion allowed by existing law does not permit the police to ignore the detainee's freedom to choose whether to speak or not, but might influence the voluntary nature of the statement,⁹ which the appellant conceded. However, they leave the effect of persuasion to the appreciation of the circumstances surrounding each case.¹⁰ As the majority opinion notes, the trial judge was of the opinion in this respect that "it is all a matter of degree."¹¹

This is consistent with the confession rule and Hebert, which expressly approved recourse to legitimate means of persuasion. As a matter of fact, it has been established that the suspect's perception of the evidence gathered by the police is the decisive factor in the quest for a confession.¹² Of course, there must be an opportunity to discuss the evidence with the suspect. The majority justices recognize the importance of police interrogation in the investigation of crime.¹³

Justice Charron insists on "society's interest in uncovering the truth in crime investigations"¹⁴ and "the critical importance of achieving a balance between individual and societal interest."¹⁵ This approach is not troublesome since the majority justices do not at any time suggest that it is permissible to contravene the rights defined in the Charter in order to facilitate investigations.¹⁶

Must our system envy that of the United States as regards respect for individual rights in the context of interrogations? It

should be noted that Canadian law is generally more stringent concerning the video recording of suspect interrogations. This tool is an important guarantee against abuse and unwarranted convictions.¹⁷

SOME USEFUL LESSONS

Persuasion: This judgment will encourage the defence to no longer concede the voluntariness of the statement when persuasion is present. Since the effect of such persuasion must be assessed case by case, it is important to bear in mind that pressure may result that deprives the suspect of his free will to make a statement, especially when the subject is young or intellectually disadvantaged. The number of times that the right to silence is invoked, while not decisive, is relevant to this analysis.¹⁸

The caution: The existence of a caution is a factor to be considered to determine the voluntary nature of a statement.¹⁹ It is all the more important if the suspect has not consulted counsel.²⁰ According to the majority justices, it is well advised in the circumstances described by René Marin *Admissibility of Statements* (9th edition):

"The warning should be given when there are reasonable grounds to suspect that the person being interviewed has committed an offence. An easy yardstick to determine when the warning should be given is for a police officer to consider the question of what he or she would do if the person attempted to leave the questioning room or leave the presence of the officer where a communication or exchange is taking place. If the answer is arrest (or detain) the person, then the warning should be given."²¹

Video recording of suspect interrogations: The viewing of the video recording of the interrogation in *Singh* was decisive for the admissibility of the statements. The attitude, tone and exact words both of the investigator and the suspect showed the justices that the right to silence was not violated, despite the investigator's testimony to the effect that he was intending to get the suspect to confess "no matter what."²² This is an additional argument in favour of the use of this tool when it is available.

⁸ *Ibid.*, par. 43.

⁹ *Ibid.*, par. 47.

¹⁰ *Ibid.*, par. 53.

¹¹ *Ibid.*, par. 50.

¹² Michel St-Yves and Michel Tanguay (2007). "Psychologie de l'interrogatoire : La quête de l'aveu ou de la vérité ?" in *Psychologie de l'enquête criminelle : La recherche de la vérité*. Cowansville, Québec: Les Éditions Yvon Blais, p. 11.

¹³ *Singh*, *ibid.*, par. 28.

¹⁴ *Ibid.*, par. 45.

¹⁵ *Id.*

¹⁶ This is simply a reference to the constant jurisprudence of the Supreme Court concerning the interpretation of section 7 of the Charter. This section does not establish solely the rights to life, liberty, and security of the person. It also stipulates the right not to be deprived thereof except in accordance with the principles of fundamental justice. The jurisprudence interprets this expression as imposing the need to establish "a balance between individual and societal interests": *R. v. Demers*, [2004] 2 S.C.R. 489, in pars. 44-45; *R. v. Malmo-Levine*, [2003] 3 S.C.R. 571, in pars. 95ss.; *Cunningham v. Canada*, [1993] 2 S.C.R. 143; *Hebert* supra, p. 180.

¹⁷ *R. v. Oickle*, [2000] 2 S.C.R. 3, in par. 46; the Working Group of the Federal/Provincial/Territorial Heads of Prosecutions, *Report on the Prevention of Miscarriages of Justice* (2004), pp. 68ss.

¹⁸ *Singh*, *ibid.*, par. 53.

¹⁹ *Ibid.*, par. 31.

²⁰ *Ibid.*, par. 33.

²¹ *Ibid.*, par. 52.

R. v. SINGH - THE RIGHT TO REMAIN SILENT

By Lynda Bordeleau, CACP General Counsel

The Canadian Association of Chiefs of Police (CACP) intervened before the Supreme Court of Canada on May 23, 2007 in the appeal of the British Columbia Court of Appeal decision in *R. v. Singh*¹. The CACP remains committed to representing the interests of its members with respect to decisions of national interest that would impact police practices throughout Canada.

THE DECISION

This is an appeal by the appellant Singh from a conviction for second degree murder. The innocent victim was standing inside the door of a pub when he was hit in the head and killed by a stray bullet fired from outside the pub. The shot was fired at a pub employee who was outside with two other employees confronting three men. The identity of the shooter was the central issue at the trial. The weapon was never found and there was no forensic evidence linking Singh to the shooting.

Singh did not testify or call any defence evidence. A doorman positively identified Singh as the shooter in a photo line-up and as the man wearing a baseball cap backwards in a surveillance video. After his arrest, Singh was interviewed twice. Before the first interview, he was given a Charter warning. He spoke to a lawyer, and the investigative interviews followed. Both interviews were video and audio taped. During the first interview, Singh tried to end the interview between 15 and 20 times. Each time, the officer deflected Singh's wish by continuing to talk, outlining the circumstances of the shooting and inviting comment from Singh. After admitting that he had been in the pub, Singh eventually identified himself as the person with his cap on backwards in the group leaving the pub. He made no further admissions. At trial, Singh challenged the admissibility of the statements on the grounds that they were involuntary and infringed his Charter right to remain silent.

The trial judge admitted both statements with editing. The Crown tendered an edited version of only the first statement before the jury. On appeal, Singh argued that the trial judge erred in failing to exclude an inculpatory statement because the proper application of the section 7 Charter right to silence required the police to stop the effort to obtain admissions once Singh asserted his right to silence.

The British Columbia Court of Appeal dismissed the appeal. The Court held that the police were not precluded from using reasonable persuasion to encourage a detained person to break his silence after his right to silence had been asserted following the exercise of the right to counsel. The officer was found to have used a sophisticated and legitimate technique of persuasion. Singh knew he was talking

to a police officer and he was not under any misapprehension of his position. The accused further appealed to the Supreme Court of Canada.

THE CACP POSITION

The CACP took the position that the appeal before the Court should be dismissed. It was our position that the appellant did not strike the appropriate balance between an individual's rights under the Canadian Charter of Rights and Freedoms (the "Charter") and the right of Canadian society to have effective law enforcement and a justice system that gets at the truth. The interest in criminal justice law enforcement includes ensuring that guilty persons are brought to justice and that innocent persons are not subject to wrongful conviction. The best way to ensure these outcomes is to collect all relevant information while respecting the rights of individuals.

THE NATIONAL INTEREST

In Canadian society, criminal investigations and the collection of information and evidence relating to criminal matters have been delegated to police officers. One of the most important tools of police officers is the interrogation of witnesses and suspects. Police officers have been exhorted to obtain all relevant information, not to develop tunnel vision and not to cease following up on leads just because a suspect has been charged with an offence. It was the CACP's position that a police officer's duty to investigate and question witnesses, suspects and accused persons should be constrained only where necessary to avoid impinging on the rights of individuals, including the right to silence provided for in the Charter.

A. The Need to Balance Rights and Interests

Fundamental rights of individuals must be respected, but the ability of society to achieve effective law enforcement and seek the truth through the judicial system should not be unnecessarily limited. Where the balance required by Charter interpretation weighs too heavily on the protection of the individual, without giving proper weight to the public interest in law enforcement, then the justice system will lose the trust and respect of Canadian citizens.

It must be kept in mind that the right to silence is not an absolute prohibition against self-incrimination. Rather, it is a requirement subsumed under concepts of fundamental justice which require that a person accused of a crime has free choice as to whether or not to remain silent or share information with the investigating police.

1. [2006] B.C.J. No. 1274.

B. The Investigative Tools Required by Police

The importance of police questioning to the investigative role of police services cannot be doubted. It is certainly one of the primary methods through which police officers gather information in the pursuit of law enforcement and the seeking of truth.

The Supreme Court of Canada has recognized that obtaining confessions from suspects or accused persons is a legitimate goal of police questioning, providing that it is done in a fair manner. In *R. v. Smith*², the Court noted the following:

In Canada, admissions of guilt are just as desirable as they are south of the border. Confessions are among the most useful types of evidence. Where freely and voluntarily given, an admission of guilt provides a reliable tool in the elucidation of crime, thereby furthering the judicial search for the truth and serving the societal interest in repressing crime through the conviction of the guilty. An effective police investigation may therefore include as one of its aims the obtention of a confession from a suspect, provided of course that any such statement is freely and voluntarily given by the suspect and that the police act fairly in eliciting the statement...

In *R. v. Liew*³, the Supreme Court of Canada recognized the reality that the police may have to use limited acts of subterfuge in order to obtain information from an accused. In the words of Major J.:

... In a more perfect world, police officers may not have to resort to subterfuge, but equally, in that more perfect world, there would be no crime. For the moment, in this space and time, the police can, within the limits imposed by law, engage in limited acts of subterfuge. In our opinion, that is the case in this appeal.

We emphasized that the ability to question witnesses, suspects and the accused is one of the few tools that police officers have at their disposal in order to properly fulfil their duty. It was our view that the present test achieves the proper balance between the right of an individual to remain silent and society's interest in proper law enforcement. If the Appellant's proposal was accepted, the balance would fall too far over on the individual rights side of the equation, to the detriment of society's interests in arriving at the truth in order to bring offenders to justice.

C. The Test in Hebert

The right to silence means that an accused person can choose whether to speak to the authorities or to remain silent. However, this does not mean that an accused who has raised the right to silence cannot be further questioned by the police. The police must not act in such a manner that the accused is deprived of an operating mind or the right to choose to remain silent.

It was our position that the current test was well understood by police officers and applied consistently by reviewing courts. In most cases, it is a question of fact whether the accused was deprived of an operating mind or the ability to choose to remain silent as the result of

police questioning. The essence and purpose of the right to counsel is to inform the accused of their rights and to promote methods to enforce these rights. Therefore, if an accused is not given their right to counsel, then the accused will not have the knowledge and ability to enforce other rights. That is why courts are so insistent that a right to counsel should be given prior to questioning the accused. Once the accused has exercised their right to counsel, then the accused has the choice as to whether or not to exercise the right to remain silent or share information with the investigating officers.

It was our position that the present test did not permit interference with this right to remain silent. If a court determines, after reviewing all the surrounding circumstances, that the accused's right to choose to remain silent was denied by the interaction with the police officers, then the right to silence has been breached. This protects against the possibility of unreliable confessions and abuse of power by the state.

D. The Written Waiver Proposal of the Appellant

In the matter under appeal, the Appellant proposed that any waiver of the right to silence should be done by a written waiver. It was the position of the CACP that there is no need to create any different system for determining a waiver in this context than for any other Charter right. In order for a waiver of a Charter right to be valid, it must be demonstrated that the waiver is clear and unequivocal and that the person waiving the right has full knowledge of the right waived and the effects the waiver will have upon that right.

CONCLUSION

The CACP's position before the Supreme Court of Canada was that the present test with respect to the right to silence achieves an appropriate balance between the individual's right to silence and society's interest in effective law enforcement, including seeking the truth so that those guilty of offences will be brought to account to society, and those innocent of any offence will be exonerated. Under the present regime, an accused is informed that he is not required to say anything, is informed of his right to counsel and given an opportunity to exercise that right to counsel. Police officers may question an accused who has raised his right to silence provided the interaction does not deprive the accused of an operating mind and/or the right to choose whether to exercise the right to silence. It is clear from the number of cases reported on this issue that this approach is well understood and generally followed. Police officers are aware that their interactions with an accused will be subject to judicial scrutiny, and interviews are routinely videotaped. Trial judges are in the best position to determine whether the questioning deprived the accused of the right to choose to exercise the right to silence.

The Supreme Court of Canada has reserved its decision.

2. [1989] S.C.J. No. 89.

3. [1999] 3 S.C.R. 227.

NATIONAL SECURITY COMMITTEE

COOPERATION: AN ESSENTIAL INGREDIENT IN NATIONAL SECURITY

Excerpted from a presentation by A/Commr McDonnell, RCMP to the Homeland Security Task Force

We are all targets

Terrorists and their acts of violence have no boundaries, no limits, and anybody can be their next victim. We are all targets. Their acts are not limited to killing people or destroying buildings. Terrorists will extort money, maim, intimidate, and manipulate – anyone.

Not only has the US experienced a series of terrorist attacks, both at home and abroad, Canadians too have been the victims of terrorist attacks. Attacks on embassies, the killing of diplomats, and the blowing up of Air India Flight 182, serve as reminders that we too are vulnerable and not immune from the evils of terrorist acts. Even today, our soldiers fighting in Afghanistan against the Taliban are being attacked by terrorist, suicide bombers. On September 18, four Canadian soldiers were killed while handing out gifts to children.

Co-operation and Sharing of Intelligence

How has September 11 changed the RCMP with respect to national security? For me, it highlighted the need to work together not only domestically, but also internationally. And the RCMP was well on its way to a more integrated approach to policing. When Commissioner Zaccardelli assumed command of the RCMP in 2000, he communicated his vision of intelligence-led policing and integration. These concepts are not only relevant to national security investigations, but also to major and organized crime investigations.

Perhaps in the past we thought we could do it by ourselves. But the reality is we must work together within the law to ensure the safety and security of our public and respect people's rights and freedoms. With respect to sharing intelligence and information, I would like to step back and talk about the drivers of information sharing and the challenges we face.

Drivers of Information Sharing

Influences such as globalization, technology and scarce resources are driving the need and demand to share critical information between government agencies and between the public and private sectors.

Globalization has created a border-less and boundary-less world. Issues of legality, sovereignty and a myriad of rights pose challenges and limits to law enforcement while the criminals circumnavigate the globe unfettered to carry out their activities.

Advances such as the Internet, wireless communication and biometrics are presenting tremendous advantages and challenges. Transferring money, finding building plans or researching subway hubs can be done on-line in any corner, back alley, warehouse or café anywhere in the world. No longer does the criminal need to go to a bank or down to the records office to carry out his business. The information age is providing instantaneous access to records, blueprints, news and information. Anonymity and speed works to the criminal's advantage. But it also presents us with opportunities. We must look at ways to better track transactions and to identify those responsible for the transactions. We must be able to identify suspicious transactions and ensure that when this is done, the proper authorities are notified immediately.

We must do this while at the same, provide privacy protections. It's not an either/or proposition. Technology has driven the public sector to work closer together and now these models need to include the private sector as well.

Finally, driving information sharing is the reality that we are all being asked to do more with less. Police, governments, the intelligence community and the private sector must look at new and innovative ways to protect our communities—consistent with laws, rights and our democratic way of life. Some argue that it can't be done. They argue that in order to have greater public security, people have to sacrifice rights or to protect rights, security would be compromised. As I stated earlier, I believe that we must and can do both – protect rights and security together.

Let me touch on an area of great interest to me and I hope to you as well. We are familiar with working closer and closer with government organizations, but let's look at the private sector. The RCMP has had a successful working relationship with the private sector for many years. We've worked closely with the insurance industry on issues related to car theft rings, and the Canadian Bankers Association on issues related to money laundering, terrorist financing and identity theft.

We've also had a close relationship with the Canadian Fertilizer Institute over the years as agricultural products were being used as precursors for the production of illegal drugs. Now, the Canadian Fertilizer Institute has expanded its awareness program and introduced the "On Guard" initiative which focuses on products which could be used in the production of improvised explosive devices.

In the Transportation sector, the RCMP has been organizing consultations with urban transit owners and operators to identify immediate measures and ways Government and law enforcement can assist urban transit in improving their anti-terrorist security. An important aspect is collaboration on the collection and sharing of threat information/intelligence including potential pre-incident intelligence, Threat and Risk Assessments, and Vulnerability Assessments. We must do this with the view of identifying and prioritizing cost-effective prevention, mitigation and response strategies.

In the Energy sector we've worked with the Canadian Gas Association to develop early threat assessments on the natural gas systems in Canada. This initiative is now being led by our partners at the Integrated Threat Assessment Centre. We are currently working on initiatives with other energy sector partners and government partners. These initiatives are aimed to develop a collection and sharing of information/intelligence similar to the one being developed with urban transit partners. These are promising new and expanded partnerships. But challenges remain.

We've also made some changes to better meet the challenges of increasing integration and sharing.

The RCMP meets monthly with CSIS to discuss operational issues and to ensure that our respective roles and responsibilities complement each other's respective mandates and we've revised the national security training course to involve joint training with CSIS. The RCMP has implemented central coordination of national security investigations to ensure that it is properly within its law enforcement mandate to prevent, investigate and prosecute crimes. The RCMP has recently revised its national security investigators course, and continues to update materials and procedures. All NS investigators are sent on the course.

A prototype National Security Community Advisory Committee has been set up in the National Capital Region (Ottawa) as part of the RCMP's National Security Community Outreach Program, to assist both the National Headquarters Policy Centre for National Security and the "A" Division Integrated National Security Enforcement Team (A INSET). This Committee will serve as the model for the other INSETs/NSIS units. The Committee has been meeting since April, 2005 and initiatives include:

- a review of National Security training to include Community Outreach and Cultural Competency components designed and

delivered with the help of the Ethnic Minority communities; and

- *community outreach and education opportunities in which committee members will organize events for RCMP National Security investigators to speak to the communities on the National Security role, policies and practices of the RCMP.*

Domestic Radicalization

Finally allow me to touch upon an emerging trend – one that we've experienced first-hand in Canada. Increasingly we are witnessing acts of terror being committed by domestic terrorists. It's certainly not a new phenomenon, but it is becoming more and more common for terrorist groups to inspire or recruit young, domestic individuals to carry out their agendas. Generally, immigration works because all of the tangible features of the host society: values, freedom, rights and respect are embraced by new citizens.

Unfortunately we are now dealing with very specific groups and individuals that have no particular interest in being a part of our society and community. This past June, 17 individuals were arrested and charged in Toronto with Terrorism related charges. As you can appreciate, I cannot comment on the specifics of the case as it is now before the courts. But I can tell you that by working with our partner organizations, we thwarted a group of people intent on causing damage. As successful as the investigation was, I was most impressed with what transpired over the days and weeks that followed. The RCMP and other police and intelligence agencies met with people from Muslim communities throughout the country. The reaction from Muslim communities was clear—"thank you for protecting all of us and speaking with us immediately."

Conclusion

In order to be effective, we must be prepared to work with our communities because we are in this together and we all have an stake in ensuring the safety and security of our loved ones.

President Ronald Reagan said: The ultimate determinant in the struggle now going on for the world will not be bombs and rockets but a test of wills and ideas—a trial of spiritual resolve: the values we hold, the beliefs we cherish and the ideals to which we are dedicated.

I believe that our beliefs and ideals are strong and by working together we can be successful.

The criminal world has changed dramatically over the past 20 years. In order to meet these challenges head on, law enforcement, governments and the private sector must cooperate. The challenges are great, but the reward is even greater.

Thank you.

ORGANIZED CRIME COMMITTEE

ORGANIZED CRIME, MONEY LAUNDERING: THE RICH GET RICHER

Superintendent Gord Schumacher, Winnipeg Police Service

When most Canadians think about organized crime or money laundering, they conjure up visions of old black and white movies featuring flamboyant, machine gun toting men dressed in pin stripe suits and broad trimmed fedoras. While to some extent that vision may have been true in the 1920's and 1930's, with time have come changes that not only alter the stereotypical profile of organized criminals but also the way in which they conduct their illegal activities.

Absent all the romantic trappings, the gangsters of that by-gone era had the same objectives as today's transnational criminal organizations: creating power and wealth. Indeed, their modern day counterparts are versatile, efficient and powerful. They have an overwhelming ability to corrupt-absolutely. The transnationalization of finances and the proliferation of a free trade, global economy have given these organizations the option of unrestricted and anonymous mobility of resources. The difference however, is that it is becoming more difficult to dispose of illegal profits today, due in part to the co-operative efforts of law enforcement globally, and the commitment of governments to stem the flow of approximately one trillion dollars in crime profits annually.

Where's the money? The world's law enforcement community is figuring out where the money is and is taking great steps to cut off the life blood of organized crime; but as more countries join the free world, organized crime is continuing to grow in ways never seen before.

With few exceptions, professional criminals are motivated by one thing: profit. Thus, greed drives the criminal and the result is that funds gained illegally must eventually be introduced into the nation's legitimate financial systems. Money laundering involves disguising assets so they can be used without detection of the illegal activity that produced them. A thorough laundering process will result in the perception of a legitimate source, or legitimate



ownership of the illicit proceeds. This process, which can involve multiple steps, may result in devastating social consequences and if left unchecked, has the potential to eventually undermine the economic security of some developing countries.

It is clear that organized crime and the derivative money laundering activities can de-stabilize the process of creating democratic, law governed, states and is increasingly infiltrating the economic and social sectors of countries which are in a delicate period of transition. One only has to look at Russia and its economy crippled by the government retreat. The private industry filled the void with large scale, organized and corrupted entrepreneurial ventures to the tune of \$70 billion leaving the country in 1998 alone. Where did much of the money go? To Nauru, the smallest independent republic in the world; a new Russian trade partner? I don't think so.¹

Laundered money permeates all sectors of society, subverting local grocery stores, pharmacies, neighborhood auto dealers, banks, factories, real estate, the entertainment industry, law enforcement, accountants, lawyers, judges, legislators and even government



itself. Never has so much money been available to so many criminals, supporters and protectors. The techniques of the money launderer range from complex financial transactions carried out through webs of wire transfer and networks of shell companies, or the modern exploitation of new payment technologies, to old fashioned, if increasingly inventive, methods of smuggling. As soon as law enforcement learns the intricacies of a new laundering technique, it is often replaced by yet another, more advanced scheme.

Among the more formidable forces of organized crime contributing to the severe drain of economic wealth from both Canada and the United States are the groups from Eastern Europe in general and Russia in particular. Political, social and economic changes in Russia, Eastern Europe and in the former Soviet Republics have provided significant, unintended opportunities for national crime problems in these countries, specifically indigenous organized crime groups and criminal enterprises, to expand internationally. It is now clear that Russian organized crime has infiltrated North America through established, legitimate or perceived legitimate businesses and along with their extreme levels of violence and their diverse portfolios of organized crime activities have subsequently been able to launder billions of dollars annually.

Whether it is Russian organized crime, Eastern European organized crime, Asian organized crime, Italian organized crime, Albanian organized crime, outlaw motor cycle gangs, or any of the other groups, organized crime has gone high tech and

global, generating profits like never before. Though there have been attempts in most non-criminal state countries to deal with the issue, the results have not been impressive.

Canada's attempts to deal with organized crime and money laundering have been somewhat encouraging in approach but through judicial interpretation, lack of police resources and financial institutions' failure to meticulously adopt anti-money laundering practices and training, the execution of Canada's response to organized crime has been fraught with difficulties.

Is there hope? At the Federal Government level we are beginning to see a commitment to the urgency we as Canadians face. The message is clear: we have to be serious in our need to balance increased vigilance and monitoring of financial information with the fundamental need to protect the privacy of Canadian citizens.

On December 14, 2006, Bill C-25 received Royal Assent. This legislation is an amendment to the Proceeds of Crime (Money Laundering) and Terrorist Financing Act and purports to refocus and strengthen our laws at home while at the same time meeting Canada's international commitments to deal with this increasing global monetary threat. Are we on the road to making a substantial impact on money laundering in Canada? Only time will tell if C-25, and our governments' commitments have any real impact at all.

1 Mathers, C. 2004. Crime School: Money Laundering (Toronto, Ontario: Key Porter Books).



TRAFFIC COMMITTEE

CACP TRAFFIC COMMITTEE STRIVES TO IMPROVE PUBLIC SAFETY ON OUR ROADWAYS

Submitted by: Inspector Stanley McNeil, Secretary, CACP Traffic Committee on behalf of Assistant Commissioner Darrell J. LaFosse, Chair, CACP Traffic Committee.

Canada has one of the best road safety records in the world. While the number of vehicles and licensed drivers in Canada increases year after year, our road safety record continues to improve. Yet, each year approximately 2,900 people are killed and more than 220,000 are injured on Canadian roads. Canada currently ranks tenth in terms of road safety among the 30 countries of the organization for Economic Co-Operation and Development (OECD).

The Canadian Association of Chiefs of Police Traffic Committee accepts responsibility for providing leadership in policing to improve public safety on our roadways. The committee provides a national coordinating role for traffic safety issues. It promotes cooperation, communication and coordination among the police community and national partners, promotes sharing among police in research, training and policy standards, develops, strengthens and maintains national partnerships, maximizes the resources of police and partners towards safer roads, and supports community based service delivery by providing timely risk management information and best practices warehousing. All committee activities are aligned with the goals and objectives of Canada’s comprehensive road safety plan, “Road Safety Vision 2010” (RSV 2010). This plan aims to make Canada’s roads the safest in the world by the year 2010 by reducing traffic fatalities and serious injuries by 30%.

The CACP Traffic Committee organizes two national enforcement initiatives each year. The first initiative is Canada Road Safety Week which starts on the Monday prior to Victoria Day long weekend and ends on the following Monday. The second initiative is Operation Impact which starts on the Friday of the Thanksgiving weekend and



ends on the evening of Thanksgiving Monday. Both initiatives are in collaboration between the various police agencies in Canada and targets high risk driving activities. Both initiatives are enforcement-driven and are designed to increase public compliance with and awareness of safe driving measures, and, ultimately, to save lives. Both initiatives also aid in raising public awareness of Road Safety Vision 2010 – to make Canada’s roads the safest in the world.

In 2007, Operation Impact and Canada Road Safety Week focused on: occupant restraints, aggressive driving and impaired driving. The number of charges for these two campaigns is as noted:

	Occupant Restraints	Aggressive Driving	Impaired Driving
Canada Road Safety Week	6,688	42,147	1,662
Operation Impact	5,622	31,048	970

The CACP Traffic Committee has also established the Traffic Safety Programs Catalogue. The purpose of this catalogue is to facilitate the sharing of road safety materials between police agencies. This sharing of materials allows police agencies access to various established safety programs and eliminates the expense for each agency to create their own programs which are often similar in nature. All educational programs submitted must be aligned with the objectives of RSV 2010. Each submitting agency maintains control over their programs which allows them to decide how and with whom they wish to share them with. The Traffic Safety Programs Catalogue can be accessed by visiting http://www.rcmp.ca/traffic/catalogue/index_e.htm.

Our final major activity during the past year was organizing and hosting the first annual “CACP Traffic Symposium” at The RCMP Pacific Region Training Centre in Chilliwack, BC from April 2nd-4th. The presenters for this event included road safety professionals from across North America and 66 delegates representing 21 different agencies were in attendance. The feedback from the symposium delegates was very positive and plans are underway to host another “Traffic Symposium” in September 2008 in Ottawa, Ontario.

The members of the CACP Traffic Committee look forward to the upcoming year and the challenges that will be presented. We remain committed to providing leadership in policing to improve public safety on our roadways.

THE FIRST CANADIAN ROAD SAFETY YOUTH CONFERENCE

Submitted by: Inspector Stan McNeil, RCMP National Traffic Services

June 6th, 2007 marked the date that more than fifty youth from across Canada gathered in Montreal, QC for the first ever Canadian Road Safety Youth Conference. This conference was held in recognition of the first United Nations Global Road Safety Week which identifies youth as a major group of road crash victims and recognizes that they will play a significant role in helping reduce road fatalities and injuries. According to the World Health Organization, every 3 minutes a child is killed on the world's roads and in Europe and the United States road crashes are the biggest killer of young people. In Canada, a 2004 study by the Traffic Injury Research Foundation found that "Road crashes are the leading cause of death among young people – in 2001, road crashes accounted for 35% of all the deaths among 15-19 year olds, and 30% of the deaths among those age 20-24. Road crashes are a major public health problem... Young people are also a significant road safety problem because they have the highest per-capita death and injury rates of all road users, and are over represented in collisions."

This conference was designed to increase the participants' understanding of road safety as a multidisciplinary challenge and to encourage them to return to their local communities to promote road safety. Over the course of three days, the conference delegates participated in a variety of activities including mentored youth presentations on five road safety themes, SMARTRISK Heroes Show, a reception featuring guest speaker Mitch Dorge of the "Crash Test Dummies" and a tour of the Motor Vehicle Test Center in Blainville, Quebec.

Police representation at this event was arranged through the Canadian Association of Chiefs of Police Traffic Committee and included delegates from the Ontario Provincial Police, the Royal Canadian Mounted Police, the Sureté du Québec and the Toronto Police Service. Cst. Tammy Ward of the RCMP "J" Division gave a presentation on "Youth and Road Safety Issues" and youth delegate Cst. Michael Taylor of the Toronto Police Service provided a presentation on "Enforcement". Cst. Taylor's presentation was prepared under the mentorship of S/Sgt. Scott Lawson of the Ontario Provincial Police.



Back Row L-R: J. Bélanger (SQ), Nancy Gagnon (RCMP MB), Ryan Case (RCMP SK), Lindsey Anderson (RCMP AB), Jeremy Doolan (OPP), Michael Taylor (Toronto PS),
Front Row L-R: Jonathan Beauvais (Rouyn-Noranda, QC), Brian Sampson (RCMP BC), Graham Dawe (RCMP NL), Absent: Tammy Ward (RCMP NB)

OPP LOCK IT OR LOSE IT CRIME PREVENTION PROGRAM

By: Sgt. David J. Thomas – OPP Crime Prevention Section, IB

**“COMMUNITY SAFETY IS EVERYONE’S RESPONSIBILITY
AND CRIME PREVENTION IS EVERYONE’S BUSINESS.”**

- IACP Crime Prevention Committee

A professional can steal your vehicle in just 30 seconds – without the key. As a direct result, the Ontario Provincial Police (OPP) and Insurance Bureau of Canada (IBC) have been encouraging drivers to “Lock It or Lose It”.

“Auto theft costs Canadians more than \$1.2 billion every year,” states Richard Dubin, IBC VP Investigative Services. Dubin advises, “About half of all stolen vehicles are used to commit another crime or are driven – often recklessly – for simple purposes of transportation (this is called ‘destination theft’). In these cases, the thieves are usually amateurs who take advantage of owner negligence by grabbing the first vehicle they can find that’s been left unsecured. In the other half of cases, vehicles are stolen by professional thieves involved in organized crime rings.”

In 2007, crime analysis through the OPP Results Driven Policing Program identified vehicle theft as a priority and the need for a new wrinkle to be introduced to the OPP Lock it or Lose it crime prevention program.

Developed in partnership with the IBC, the goal of this proactive crime prevention program is to encourage drivers to take a few simple precautions to help protect them and their vehicles from opportunistic criminals.

“Police spend countless hours investigating the theft of, and theft from vehicles, because vehicle owners have failed to take simple precautions to prevent a theft” says Insp. Mark Allen, Manager of the OPP’s Crime Prevention Section. “Simply locking the doors and keeping valuables out of site, is in itself, key to preventing theft from vehicles. Most criminals are simply checking door handles for unlocked vehicles and helping themselves to the contents. It takes seconds to prevent this crime. It takes hours to investigate it”, says Allen.

An unlocked door or an open window is an invitation to thieves. The “Lock It or Lose It” program reminds drivers to help prevent crime by always:

- *Parking in a well – lit area;*
- *Rolling up their vehicles’ windows;*
- *Keeping valuables out of sight;*
- *Locking their doors; and*
- *Pocketing their keys.*

The concept remains simple: vehicles parked in a variety of locations are checked to confirm that they are locked and that no valuables have been left in plain view. A small notice placed on every vehicle checked, indicates what safety precautions were neglected and

Crime Prevention Program

LOCK IT OR LOSE IT

AUTO THEFT PROTECTION TIPS

A professional can steal your vehicle in just 30 seconds.
A vehicle with an unlocked door or an open window is an easy target. Protect your vehicle from theft. Always roll up your vehicle's windows, lock the doors and pocket the keys when you park your car. Park in a well-lit area and never leave valuables in plain view.

- ✓ Always roll up your vehicle's windows, lock the doors and pocket the key.
- ✗ Never leave your vehicle unattended while it is running.
- ✓ If you have a garage, use it and lock the door as well as your vehicle.
- ✗ Never leave your car keys in plain view or in an easily accessible area.
- ✓ Keep your vehicle registration certificate and proof of insurance on you at all times. Don't leave these documents in your glove compartment.
- ✓ Always park your vehicle in a well-lit area.
- ✗ Never leave valuable objects or packages in full view. Put them in the trunk.
- ✓ Give only your ignition key to a parking lot attendant. Keep all other keys with you.

→ Inform police at 1-888-310-1122, or call the IBC TIPS Line at 1-877-IBC-TIPS, if you see vehicles or vehicle-related activities that look suspicious.

Crime Prevention Section
Partnership in Prevention

Insurance Bureau of Canada | Bureau d'Assurance du Canada

offers a few simple prevention tips drivers can use to help protect them and their vehicles against theft.

Program delivery may range from front line patrol officers to organized police – community initiatives involving the participation of Auxiliary members and community policing committee citizens. Public education and awareness materials and participation at community events also bolster the message of the program.

Rapid research and development of the program was completed and rolled out September 1, 2007. Strong support from detachments and communities resulted in OPP serving over 100,000 crime prevention



Photo: John Edwards, Collingwood Connection Newspaper

notices to their communities through Lock it or Lose it initiatives in just the first quarter of the program.

Lock it or Lose it is not new. It has been around for a long time in one form or another. It was re-vitalized and spread across the entire OPP jurisdiction, as opposed to smaller pocketed programs which have occurred in the past.

As a direct result of its success, the IBC remains a committed partner of the program for 2008. "We need to work together to find viable solutions as there is no one solution," explains Richard Dubin, IBC VP Investigative Services. Dubin adds, "Partnerships and information sharing are the keys to success. We are seeing more cooperation and information sharing than ever before. Today, there is a better understanding of how organized groups operate, how to track their activities and how to bring about appropriate criminal charges and sentencing. But we know that more needs to be done. Inter-profession collaboration is necessary in order to be successful. We need to develop new initiatives and programs and the Lock it or Lose it program is a good example".

"We've had nothing but positive feedback from the merchants and the public and the interaction between the police and the community is indicative of the strong relationships that exist," states OPP Inspector John Trude, Detachment Commander, Collingwood & the Town of the Blue Mountains.

Inspector Trude advises "the integral participation of the Auxiliary Unit and the Community Policing Committee on this important initiative

highlights the success of the partnership between the Detachment and the stakeholders in the community. We are very confident that this program contributed to the reduction of theft complaints over this past festive season and will continue to do so throughout this year. By focusing on targeted and high risk areas, we will continue to have a positive impact on criminal activity."

"Vehicle theft is no longer just a property crime or a victimless crime," states OPP Staff Sergeant Scott Mills, Unit Commander, OPP Provincial Auto Theft Team (PATT). Mills advises, "It has become an organized and lucrative crime and is not restricted to just insurance companies. It carries a huge price tag, both financially and in human suffering and safety. It represents loss to the economy, a drain on our health care and law enforcement systems, higher insurance premiums and a real threat to innocent people."

Due to the changing trends and increased complexity of vehicle related theft, the battle against vehicle and contents theft, requires the cooperation and involvement of many partners in support of law enforcement.

Partnerships starting with automobile manufacturers, new & used car dealers, salvage operators, repair shops, automobile insurers, anti theft system makers and installers, licensing and customs authorities and the judicial system are indeed critical.

But most importantly, we need citizens to take an active role where they can in helping protect themselves from crime and victimization at the grass roots level.

The OPP Lock it or Lose it crime prevention program is just one way of our asking citizens to help protect themselves by "making the time to help prevent crime" and by doing so become a harder target for opportunistic criminals.

The key to protecting your vehicle is in your hands. Keep yourself from becoming an easy target by properly securing your vehicle. Remember: Lock It or Lose It!"

More details about crime – proofing may be found on-line at:
www.opp.ca/Community/CrimePrevention/index.htm or
www.ibr.ca/en/Insurance_Crime/Auto_Theft/

Carl Nygren
 1828 Golf Club Drive, Delta, BC

Insp. John Trude
 Collingwood OPP Detachment
 201 Ontario St., P.O. Box 296, Collingwood ON L9Y3Z5

Dear Inspector Trude:

Please accept my compliments on your crime prevention program.

My wife and I were recent visitors to Collingwood, and while shopping at one of your malls, G. Peters, of your detachment, carried out an inspection of our rental car, checking to see that it was locked and visually empty.

It was a rainy, unpleasant day for your staff to be out in parking lots. The dedication of the OPP to crime prevention programs could not have been more clearly demonstrated.

Would you please convey our thanks to Officer Peters.

Sincerely,

Carl Nygren

The Ontario Provincial Police Aboriginal Relations Team

By: *Supt. Ron George, Aboriginal Liaison - Operations, General Headquarters*
Insp. *John Periversoff, Regional Manager – Community Policing, Western Region*

"Redefine and advance service delivery and interaction with Aboriginal peoples and communities ensuring that we respond to evolving Aboriginal needs to ensure safe communities and a secure Ontario."

This is the vision statement of the recently operationalized Aboriginal Relations Team (ART). As expressed in the OPP Mission Critical Issues, the OPP continues to value and nurture strong and lasting relationships with Aboriginal communities and ART is ready to facilitate significant development in how we move forward to bolster our interactions.

The concept of ART, based on intense proactive efforts, includes elements of transparency and inclusion. ART has been conceptualized and developed from the ground up by frontline Aboriginal OPP officers.

The ART mandate has two components:

- 1. a community-based component and*
- 2. an operational support role*

The community-based component has ART working proactively with Aboriginal peoples and communities. The goal is to develop credible and sustainable partnerships built on accessing and sharing knowledge, and mutual understanding.

The operational component provides a support resource that offers alternate dispute resolution and conflict management strategies for the incidents where the OPP encounters sensitive issues around enforcement, investigations or in dealing with other difficult police-related events.

ART mission statement:

To provide specialized support and assistance in the spirit of partnership, building respectful relations between police services, Aboriginal peoples and all communities. In so doing, collectively honour each other's uniqueness and the Creator's gifts with dignity and respect.

This mission statement has already been put to the test several times with great success. For example, in March 2005, Lambton Detachment utilized ART officers to provide a vital intervention service during an anticipated incident involving a school on Walpole Island First Nation after threatening remarks were left in a local washroom.

ART officers provided the conduit between, and support for, local Aboriginal community leaders, the detachment commander and the investigators. In October 2005 and again on February 2006, ART members were assigned to the Six Nations Land Reclamation at Caledonia, Ont. as critical mediators and proactive field engagement officers.

ART and Major Event Liaison Team (MELT) members continue to work at the site adding support to operations through continuing communication and enhancement of ongoing relationships.

TEAM TRAINING

Western Region, with the assistance of General Headquarters personnel, developed a course outline and provided negotiation/mediation training for its Aboriginal Relations Team in November 2004.

Central Region and Eastern Region followed by selecting and training ART members in May 2005. North East and North West teams completed training in October 2005.

Then, again training was made available to approximately 20 new ART members at Geneva Park near Orillia in September 2006, when an additional week was offered focusing on integrated response, command and control, and public order.

Both Aboriginal and non-Aboriginal officers serve on the ART teams.

To further add support to the development and success of the ART program, each region has established Regional Aboriginal Strategy Committees, which work as umbrella groups to oversee ART activities on an ongoing basis.

With ART now fully operational, the teams are ready to serve the OPP across the province by providing a dedicated and functional support ready to be called upon for any situation relating to an Aboriginal community.

OBSERVATIONS TO DATE

"The OPP has learned that police officers must understand aboriginal history, culture and social issues if we are to deal effectively with matters affecting Aboriginal people," Commissioner Julian Fantino says.

"The team's focus is to build trust and work with Aboriginal community members, elders and other leaders on an ongoing basis to gain mutual respect," Fantino says.

"During everyday policing activities as general duty officers, ART members interact with aboriginal communities in their areas, and familiarize themselves with issues and concerns that affect Aboriginal people and their culture."

WHAT DOES A TYPICAL ART OFFICER HAVE TO SAY ABOUT THE EXPERIENCE?

Prov. Const. Gail Wittmann from Bruce Peninsula Detachment, a critical mediator at Caledonia says: "Since becoming a member of the Aboriginal Relations Team, I have had the opportunity to work

alongside a group of dedicated Aboriginal OPP officers who are truly committed to building stronger and healthier relationships with First Nations people... Already, our members have assisted in several incidents that have occurred on First Nations territories within our region, and the feedback has been very positive."

Supt. Ron George, a corporately-posted ART member, who has worked in the field of Aboriginal policing and justice for 31 years, says, "This initiative on the part of the OPP is a profound example of how the OPP has made meaningful advancement in improving service delivery and has demonstrated how police services must develop as we are called upon to respond to an evolving and complex Aboriginal community."

"ART is an asset to front line policing," according to Chris Lewis, Acting Provincial Commander, Field Operations. "Their ongoing relationships with Aboriginal people can make the difference in diffusing potentially volatile situations.

"The team members' well-established contacts within communities, along with their conflict resolution skills, are fully used when the time for intervention arrives, helping police maintain their objective of keeping the peace."

In September 2006, ART was recognized with an IACP Civil Rights Award. The OPP is very proud of its regional ART teams for their dedication and their expression of care.

Through the dedication to building sustainable relationships with the Aboriginal communities we serve, the OPP will continue to strengthen old associations, while experiencing success in developing important new relationships. ART will continue to establish itself as a strong example of community policing at its finest.

Portions of this article are reprinted with permission from the OPP Review.

HONOUR FOR OPP OFFICER

Stormont, Dundas & Glengarry (ER) Detachment Commander Insp. Ray Westgarth (a non-Aboriginal) was deeply moved when he received an eagle feather from Algonquin Elder Joe Lacroix. The eagle is an important symbol of spiritual strength and discipline in First Nations tradition.



At the ceremony in Ottawa are, from left: Insp. Westgarth, Grandfather Joe and Willy Bruce.

FLAME OF HOPE

OFFICERS RAISE FUNDS FOR SPECIAL OLYMPICS CANADA

By Karen Malone, Director of Sponsorship, Special Olympics

The Law Enforcement Torch Run for Special Olympics has become the largest grassroots fundraiser and public awareness vehicle for Special Olympics in Canada. This is due to the dedication, encouragement and tremendous support from law enforcement personnel across Canada who work tirelessly for the Special Olympics athletes and sport programs.

Celebrating a long-standing partnership, the Law Enforcement Torch Run is an integral part of the Special Olympics movement in Canada. Every two years, Law Enforcement officers from around the country gather to carry the "Flame of Hope" into the Opening Ceremonies of the Special Olympics National Summer or National Winter Games in what is referred to as the "Final Leg" (the next National Winter Games will take place in Quebec City from February 26th – March 1st, 2008). This Final Leg also happens at the Provincial/Territorial level to open their Games as law enforcement personnel light the "Flame of Hope" for these events. At the community level, the law enforcement personnel also become involved in various grassroots fundraising events such as golf tournaments; Jail N' Bail events; and the Police Serving You program in partnership with Boston Pizza.

The Law Enforcement Torch Run is involved in many fundraising initiatives nationally including the World's Largest Truck Convoy and the Wal-Mart "Toonies for Torches" campaign. In 2006, the Law Enforcement Torch Run raised \$2,318,367.22 for the benefit of Special Olympics programs. This year, the Law Enforcement Torch Run will continue to expand its innovative fundraising events by providing opportunities to partner with regional or national corporate sponsors.

On behalf of the athletes, coaches and volunteers, Special Olympics Canada would like to thank and congratulate all of the law enforcement personnel involved in the Law Enforcement Torch Run for all that you do to continue to support and grow sport opportunities for athletes with an intellectual disability in Canada. Special Olympics Canada is dedicated to enriching the lives of Canadians with an intellectual disability through

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sport (www.specialolympics.ca). Currently there are 31,000 athletes registered across Canada and over 13,000 volunteers.

Wal-Mart "Toonies for Torches" campaign is set for September 2007. This started in Alberta (www.albertatorchrun.ca) and has now expanded to include British Columbia, Saskatchewan, Manitoba and Quebec. During this event, local members of the Law Enforcement Community, Special Olympics Athletes and volunteers staff tables inside participating Wal-Mart locations to raise funds by selling torches in support of Special Olympics.

In Quebec, the 767 Challenge is a major source of funding and a friendly competition amongst law enforcement agencies, security personnel, municipal employees and corporate teams in the ultimate challenge of pulling a plane that weighs 160 000 lbs over a distance of 12 feet. Since 1999, this event has raised and donated more than \$205,000 to the Special Olympics movement in Québec.

The 20th anniversary celebration of the Ontario Law Enforcement Torch Run was recognized at the 2006 Special Olympics Festival in Toronto. The Ontario Law Enforcement Torch Run has been a huge force in raising funds for Special Olympics and this was proven in 2006 when they were presented with a prestigious award for raising funds in excess of \$1,388,608.02 (www.ontario.torchrun.org).

Special Olympics Canada would like to recognize Detective Constable Chris Hartley, Chief Tom Kaye and Sergeant Ted Kitto and the rest of the Owen Sound Police Service for hosting the Ontario Provincial Games in 2007. The countless hours and endless energy that went into organizing and hosting the Games delivered an unprecedented athletics competition for the Ontario athletes.

CARQUEST Auto Parts (www.carquest.com/special_olympics/index.html) is proud to be the Premier International Partner of the Law Enforcement Torch Run for Special Olympics. The Torch Run supports a wide variety of local fund raising activities with CARQUEST, with 100% of all local funds remaining in the state or province where they are raised. Since 1998, CARQUEST has raised more than \$5 million in cash for Special Olympics.

HALIFAX REGIONAL POLICE AND THE UNITED WAY ARE COMMITTED TO BUILDING VIBRANT NEIGHBOURHOODS

Submitted by Chief Frank Beazley, Halifax Regional Police Service

Imagine a neighbourhood where people are excited to live, where they know their neighbours well and where they get involved to make the neighbourhood safer.

This is the kind of neighbourhood that will result from United Way's Vibrant Neighbourhood Strategy.

Given how this strategy aligns with our Enhanced Community Response Model of Policing, I am personally and professionally committed to partnering with United Way over the next several years to bring about change within various communities in our jurisdiction while at the same time addressing the root causes of crime. Let me share a success story of the Vibrant Neighbourhood Strategy with you.

After two years working with local residents in Spryfield through Action for Neighbourhood Change, more than 30 leaders have emerged and are engaged in the community, 12 new partnerships have been nurtured to support local initiatives, and United Way is focused on sustaining the momentum that exists.

United Way realized the value in having police partner in this strategy and offered funding for various projects to be undertaken in the Spryfield area. As a result, Cst. Roger Booker is currently working on a 3-on-3 youth basketball tournament to be held at JL Ilsley High School in the Fall. He is also creating a "Kool 2B Kind" campaign which will reward youth in the area with gift certificates for performing random acts of kindness and making positive and healthy lifestyle choices.

The key steps to United Way's neighbourhood work are simple: engage residents; build local commitment for change; provide seed funding to get projects off the ground; and identify and support local leadership at the neighbourhood level. In other words, recognize residents and their dreams for their neighbourhood and leverage those dreams to increase potential.

Rick Cole is City Manager for Ventura, California. He is a respected, engaged and dynamic civic leader who became interested in cities and how they work for people, since his student days when he traveled through Los Angeles checking out neighbourhoods. He is often quoted as saying, "No matter what the challenges are: crime, homelessness, hopelessness. The place to start is the same: the neighbourhoods."

The theory of starting in neighbourhoods to tackle social issues is not new. In fact, there is a tremendous amount of research that confirms the theory. United Way has had the opportunity to work with this idea first hand through Action for Neighbourhood Change in Spryfield.

While continuing to connect with Spryfield, United Way is moving into a new neighbourhood this Fall. This is new and different work. The tradition for United Way has been to raise money to support agencies that offer programs and services in the broad community. This traditional role continues but working in neighbourhoods takes us into the heart of the community and we have found the strengths of individuals and the commitment of neighbours working together results in safer, healthier more active neighbourhoods. In fact, people have said that Action for Neighbourhood Change has made such a positive difference in the Spryfield community because it has given residents the opportunity to take what exists and improve it.

There is a magical moment described in Malcolm Gladwell's book, "The Tipping Point" when commitment, ideas, people and opportunity collide resulting in social transformation.

This is the time for all of us to work together to make neighbourhoods safer and healthier for everyone. A few years ago, United Way was perched on the edge of neighbourhoods wondering what would happen if they got involved. The experience has been so rewarding that they want to find more partners to work with them as they believe it is a good time to align with others also doing neighbourhood work. Together, Halifax Regional Police, HRM, business, community agencies and residents can find and spread the magic of vibrant neighbourhoods.



Canadian Association of Chiefs of Police
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Chief Armand Labarge, York Regional Police with youths at the Community Safety Village.