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# *2002 Annual Conference Report*

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## **BETTER COMMUNICATION = BETTER POLICING**

The Canadian Association of Police Boards held its Thirteenth Annual Meeting and Conference in Ottawa, Ontario from August 21-24, 2002. This publication documents the proceedings of the Annual Meeting including Resolutions passed, and provides a summary of the presentations, workshops and discussion groups that took place at the Conference.

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### **Photos and Thanks**



(l to r) Keynote Speaker, RCMP Commissioner Giuliano Zaccardelli, Ottawa Police Chief Vince Bevan, CAPB President, Herb Kreling

## *President's Report*

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CAPB President, Herb Kreling, welcomed delegates to the 13th Annual Meeting of the Canadian Association of Police Boards. He stated this year's conference theme "Better Communication = Better Policing" was designed to build on last year's success in improving relations between the three-legged stool in municipal policing: associations, police executives, and police governors. At last year's conference, communication and collaboration were identified as critical to working together more effectively at the municipal level. This is just as true at a national and international level, as demonstrated by the tragic events of September 11, 2001. This year's Conference sessions focus on the importance of communication and integration in crime prevention, law enforcement and emergency response. On behalf of the CAPB Board of Directors, Mr. Kreling expressed the hope that delegates would enjoy this year's conference and find something of value in the program to assist them in their work.

Mr. Kreling reported on some of the activities and achievements undertaken on behalf of the CAPB membership since the last annual meeting.

**Joint CAPB, CACP and CPA Workshop** - Building on the momentum gained at last year's conference, a workshop was held in Ottawa in March 2002 for the Boards of Directors of the Canadian Association of Police Boards (CAPB), the Canadian Police Association (CPA) and representatives of the Canadian Association of Chiefs of Police (CACP). The workshop allowed the associations to gain a better understanding of what each other does, to discuss the development of a working relationship agreement, and to identify shared priorities. Participants were extremely pleased with the commitment demonstrated by the three national associations to work together where possible, while recognizing differences of opinion on certain issues. The event marked an important milestone in terms of highlighting the tremendous power that a unified approach could have with government policy and law makers. This potential was not lost on the federal government officials in attendance, who were struck by the mutual benefits to be gained by improved collaboration between the three national associations. A second workshop is planned for March 2003.

**Police Association Advisory Committee** - In June, officials from Solicitor General Canada (SGC) organized the first meeting of a Police Association Advisory Committee, comprised of the executive directors of the three policing associations and Solicitor General Canada policy personnel. The meeting provided a forum for sharing information on upcoming events and common priorities, and was an excellent building block towards improved collaboration.

**Regular CAPB, CPA & CACP Meetings** - In addition to the formal meetings with SGC staff, the executive directors of the three national policing associations have commenced holding regular meetings to follow-up on the priorities identified at the March workshop and to discuss other issues upon which they can collaborate. Evidence of these strategy sessions can be seen in some of the resolutions considered at this year's Annual General Meeting (AGM).

**Annual Meetings with Federal Ministers** - Also in March, the CAPB Board of Directors held very productive meetings with the Solicitor General and with senior officials from the Ministry of Justice to present and discuss concerns expressed through resolutions at last year's AGM.

**Resolutions Addressed** - As in past years, many of our resolutions have been, or are in the process of being addressed through the introduction of federal legislation. This positive track record continued with the enactment of the following Bills over the past year:

**Bill C-24** - In addition to dealing with the CAPB's concerns about organized crime as expressed in a 1999 resolution, this bill amended the Criminal Code to provide an accountable process to protect law enforcement officers from criminal liability when they commit certain acts while investigating and infiltrating criminal organizations.

**Bill C-36** - The anti-terrorism legislation, for which the CAPB expressed support in principle last fall, has been passed.

**Bill C-15A** - This new legislation addressed two concerns identified through CAPB resolutions in recent years. It makes it a criminal offence to disarm or to attempt to disarm a police officer; and it introduced several changes to the Criminal Code to enhance the protection of children from internet luring and child pornography.

**Bill C-11** - CAPB Vice President, Florence Wong, appeared before a federal government standing committee last year to outline the CAPB's concerns with respect to immigration. This bill addressed some of those concerns.

**National Organized Crime Data Collection** - SGC has begun an initiative to collect national data on organized crime. In 1999, the CAPB membership approved a resolution that urged police agencies to work together with the federal government to develop a more detailed manner of capturing criminal activities statistically, to ensure adequate funding for dedicated analysis, to predict trends, and to allow policing managers to deploy their limited resources in a more effective manner. At a meeting in May, SGC sought input from the CAPB, the CACP and the CPA with respect to various options for short and long term data collection.

**Raves** - At last year's conference, CAPB delegates approved a resolution on the topic of raves. Mr. Kreling indicated he has since met on several occasions with representatives from the Minister's office. He reported that they are well on their way to developing a national training program for first responders. The training will include a strong component on community mobilization to enable first responders to convey their knowledge about the effects of chemical drugs to youth, parents, and teachers in their communities.

On behalf of the CAPB, Mr. Kreling commended federal officials for listening to municipal policing representatives and for taking action to address the issues outlined above. He then identified a few priorities that are still to be addressed:

**Marijuana Home Grow Operations** - This issue continues to be a significant concern in many communities across Canada and the CAPB Board of Directors will persevere in its pursuit of action to combat home grow operations.

**Funding Responsibilities for Municipal Policing** - The issue of funding responsibilities and which level of government should pay for various aspects of policing was identified as one of the top three priorities at the March workshop. This remains a top priority and the CAPB Board of Directors continues to advocate for equitable and adequate funding for municipal policing. While it is recognized that all levels of government have competing demands for funds, municipalities cannot continue to bear the financial burden caused by chronic downloading from the federal and provincial governments. This has become increasingly critical for police services dealing with new obligations as a result of post September 11th legislation.

**CAPB Website** - Mr. Kreling encouraged members to avail themselves of new resources available on the CAPB website ([www.capb.ca](http://www.capb.ca)), which was completely redesigned in the past year. Some of the new features include a members' section where visitors can access such tools as: on-line training for new members, discussion forums for sharing information; and an on-line order form for resource material. He particularly urged people to try out the new discussion forums - they are a tremendous tool that are not being taken advantage of.

Mr. Kreling concluded by highlighting some upcoming issues members should be aware of.

**Law Commission of Canada Discussion Paper: In Search of Security, the Roles of Public Police and Private Agencies** - The Law Commission of Canada has recently issued a discussion paper seeking input on whether or not changes are needed to existing legislation to address the blurring line between public policing and private security. A seminar hosted jointly by the CAPB and the Ontario Association of Police Services Boards (OAPSB) will be held in Brampton, Ontario on November 15th to give board members an opportunity to provide input.

**DNA Data Bank Legislation Consultation Paper** - The federal government has issued a consultation paper seeking input to assist it in deciding whether changes are needed to existing legislation. In a Bulletin issued in August, CAPB members were encouraged to consult with their Chiefs and Associations, and to submit their comments to the CAPB.

The CAPB Board of Directors and Executive Director look forward to continuing to work on your behalf over the coming year.



CAPB President, Herb Kreling

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## ***Nomination Report***

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The Nominating Committee consisted of Dan MacLeod, Past President and Committee Chair (New Glasgow-Westville); Mike Badham (Regina); and Norm Gardner (Toronto). The following individuals were elected as the CAPB Board of Directors and Executive for 2002/2003:

**Executive:**

Herb Kreling, President Ottawa, ON  
Florence Wong, Vice President Vancouver, BC  
Don Robinson, Secretary-Treasurer Halton,  
ON

**Directors-at-Large:**

Wayne Hunter Central Saanich, BC  
Edward Keyes Saint John, NB  
Emil Kolb Region of Peel, ON  
Shelley Regina, SK  
Lavallee Halifax, NS  
Eartha Monard Edmonton, BC  
David Ruptash



CAPB Board of Directors: (back row l. to r.) Wayne Hunter, Don Robinson, Ed Keyes, Dan MacLeod (Retiring Past President), Herb Kreling, David Ruptash (front row l. to r.) Eartha Monard (new Board member), Florence Wong, Wendy Fedec (Executive Director). Absent: Emil Kolb and Shelley Lavallee



Retiring Past President, Dan MacLeod was honoured for his years of service to the CAPB.

## ***Resolutions***

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The following resolutions received the support of the membership:

### **Resolution 02-1:**

#### **JOEMAC COMMITTEE RECOMMENDATIONS**

WHEREAS Sudbury Regional Police Constable Joe MacDonald was viciously beaten, shot and executed by Clinton Suzack and Peter Pennett in October 1993; and

WHEREAS Clinton Suzack is known to be a dangerous offender with a shocking, lengthy history of committing violent assaults culminating in the death of Constable Joe MacDonald; and

WHEREAS Suzack and Pennett received a life sentence of 25 years for the first degree murder of Constable Joe MacDonald; and

WHEREAS Suzack and Pennett were, shortly after their conviction cascaded to medium security settings; and

WHEREAS the Solicitor General of Canada, Lawrence MacAulay, despite compelling evidence to the contrary, denies that Correctional Services Canada (CSC) routinely cascades prisoners to lower security settings and ultimately freedom based on a "quota system"; and

WHEREAS while there will always be tragedies, the Solicitor General can ensure optimum safety for our citizenry by ensuring dangerous offenders are not set loose on an unsuspecting public and by ensuring that those convicted of first degree murder serve the duration of their sentences;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards call upon the Solicitor General to undertake the following three directives, as demanded by the JoeMac Committee during its 18 February 2002 meeting with Minister MacAulay:

1. Ensure the immediate return of Clinton Suzack and Peter Pennett to maximum security to serve the duration of their 25 year sentence for the first degree murder of Constable Joe MacDonald;
2. Order an external review of Correctional Services of Canada in light of compelling and irrefutable evidence that CSC continues to pursue a dangerous and illegal policy whereby prisoners are cascaded to lower security settings and ultimately freedom, based not on individual risk assessments but on meeting numerical targets or "quotas";
3. Follow through with a commitment made in April 2000 before a Federal Justice Committee whereby he denied the existence of the aforementioned policy and offered to confirm this in writing to the CSC Commissioner, Wardens and staff that prisoners must not be cascaded to lower security settings and ultimately, freedom based on numerical quotas.

### **RESOLUTION 02-2:**

#### **MARIHUANA HOME GROW OPERATIONS**

WHEREAS our communities are experiencing an unprecedented increase in the illegal cultivation and distribution of marihuana (commonly referred to as grow operations) and there is now broad

public awareness that such criminal activity is a threat to the safety and to the well being of people of our community; and

WHEREAS it is recognized that the unprecedented increase in the illegal cultivation and distribution of marihuana is the result of organized criminal activity; and

WHEREAS it is further recognized that there are residual effects which contribute to additional threats of crime that could impact innocent members of our community; and

WHEREAS local municipalities have recently passed resolutions directed towards provincial and federal legislative changes recommending increased penalties and streamlining the processes associated with the Proceeds of Crime legislation; and

WHEREAS current penalties given to individuals involved in the form of criminal activity are ineffective as they do not have the required deterrent necessary to prevent the continuation of these offenses, and appropriate sentencing must occur in order to promote safety and security in all communities;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards believes these grow operations pose a serious threat to our communities and recommends that legislative changes be made to ensure effective deterrents are in place, not only in the form of incarceration, but also in the form of substantial financial penalties.

### **RESOLUTION 02-3: DESTRUCTION OF EQUIPMENT SEIZED IN DRUG OPERATIONS**

WHEREAS there is an alarming increase in marihuana hydroponic grow operations across Canada; and

WHEREAS marihuana grow operations pose dangers to the public and emergency personnel in the form of fire hazards, electrocution, and increased criminal activity in residential neighbourhoods; and

WHEREAS the public also bears the financial burden of increased insurance rates, cost of electricity and the cost to taxpayers for services used to dismantle these operations; and

WHEREAS marihuana grow operations have become a lucrative organized criminal activity with proceeds directed to the trafficking of dangerous drugs (e.g. ecstasy and heroin) and other criminal activities; and

WHEREAS on January 30, 2002, police services from across Canada participated in a national indoor marihuana eradication program, code name "Operation Green Sweep" and seized equipment valued at \$3,888,500.00;

THEREFORE BE IT RESOLVED THAT the Canadian Association of Police Boards urge the federal and provincial governments to pass legislation requiring the dismantling of all equipment seized by the police in drug operations after it is no longer required by the Crown for evidentiary purposes, and that the components be disposed of in the same way that other seized property is disposed of through the Proceeds of Crime policy.

### **RESOLUTION 02-4: REGARDING PUBLIC DISCLOSURE**



WHEREAS police services in Ontario are governed by the public disclosure requirements of the Police Services Act regarding the release of the names of High Risk Offenders living in neighbourhoods,

WHEREAS corresponding and comparable public disclosure legislation exists elsewhere in other provinces within Canada,

WHEREAS members of the community in which High Risk Offenders reside continue to demand full public disclosure of all dangerous offenders,

WHEREAS police services and other offender management stakeholders owe it to the public to ensure that current practice continues to yield world-leading safety results,

THEREFORE BE IT RESOLVED THAT the Government of Canada and the provinces join police leaders in the following initiatives designed to enhance and support the current system:

- a. an international study be launched to collect more current data on the effect of full public disclosure and recidivism rates of High Risk Offenders - particularly sex offenders;
- b. a national workshop be held to discuss consistent public notification thresholds and strategies;
- c. a review take place of new and emerging technologies that could assist all of the stakeholders in the offender management system;
- d. that the proposed National Sex Offender Registry be based on and linked to other highly successful provincial models.

#### **RESOLUTION 02-5:**

##### **CONVENTION AGAINST TRANSNATIONAL ORGANIZED CRIME**

WHEREAS the transnational problem of organized crime groups requires a global solution to address, among other things, criminal conspiracy, money laundering, corruption, obstruction of justice and increasing involvement in migrant smuggling by land, sea and air; and

WHEREAS Canada has been a leader since 1995 in working to build partnerships around the world to deal with organized crime and has ratified the United Nations "Convention Against Transnational Organized Crime", together with its optional protocols on the smuggling of migrants and the trafficking in persons; and

WHEREAS the Convention is designed to improve information sharing and law enforcement cooperation among parties, creates obligations on countries to criminalize certain conduct, including practical measures for international extradition and prosecution preventing criminals from hiding behind borders;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards applauds the Government of Canada for ratifying the Convention and congratulates the previous and current Minister of Justice and Attorney General of Canada.

#### **RESOLUTION 02-6:**

##### **NATIONAL DIVERSION PROGRAM FOR PERSONS WITH MENTAL ILLNESS**

WHEREAS a Calgary Diversion Project strives to divert low-risk mentally ill offenders from the justice system to the mental health system through coordinated community action; and

WHEREAS the goal is to reduce contacts with the justice system by individuals who are mentally ill and who commit minor, low-risk offences, through timely and appropriate intervention; and

WHEREAS the goal is to develop and implement effective and efficient strategies that link the mental health/justice systems to appropriately meet the needs and improve outcomes for individuals who, due to mental illness, come into conflict with the law;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards encourage the Government of Canada to meet with its appropriate provincial counterparts to consider the feasibility of implementing a criminal justice diversion program for persons with mental illness through a national standardized program.

#### **RESOLUTION 02-7:**

#### **PROTECTION OF CHILDREN FROM EXPLOITATION THROUGH WRITTEN CHILD PORNOGRAPHY**

WHEREAS earlier this year the Supreme Court of British Columbia found that in the case of R. v. John Robin Sharpe, child pornographic material written by Mr. Sharpe was deemed to have "artistic merit", and he was subsequently acquitted of the charge connected to the written material; and

WHEREAS the impact this decision may have on future police investigations and the safety of children has caused great consternation and outrage among both the public and the policing community; and

WHEREAS the Court's interpretation of "artistic merit" creates a gap in legislative enforcement that is of grave concern;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards urge the Federal Government to adopt a national leadership position in responding to this situation through both legislative and non-legislative options.

#### **RESOLUTION 02-8:**

#### **REQUEST FOR LEGISLATION GOVERNING SEARCHES OF PERSONS**

WHEREAS the Supreme Court of Canada in the case of R. v. Golden stated that a set of guidelines in the form of legislation would greatly assist both the police and the courts in determining where, when and how strip searches should be conducted;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards write to the Federal Minister of Justice requesting that, in light of the suggestion by the Supreme Court of Canada that Parliament should enact legislation which would provide clear and unequivocal rules to police officers with respect to when, where, and how strip searches incident to arrest should be conducted, the Minister enact such legislation.

#### **RESOLUTION 02-9:**

#### **COMPENSATION FOR MUNICIPAL POLICE FORCES FOR COST OF POLICING SERVICES RELATED TO OFFENCES COMMITTED BY OFFENDERS ON PAROLE**

WHEREAS police forces are being challenged to provide policing and public safety services at a level appropriate to community expectations, with decreasing human and financial resources,

AND WHEREAS municipal police forces are faced with the additional cost of responding to crimes committed by offenders who are considered to be at a high risk to re-offend and who are on parole and housed in federal security facilities,

THEREFORE BE IT RESOLVED that municipal police forces be reimbursed by the Department of the Solicitor General Canada for costs associated with the investigation and detention of offenders considered to be at a high risk to re-offend and who re-offend while on parole and being housed in a supervised federal facility.

**RESOLUTION 02-10:  
POLICING OF CANADIAN PORTS**

WHEREAS the responsibility for port policing and security in Canada rests with the Government of Canada; and

WHEREAS ports policing and security is performed by local police agencies since the devolution of Ports Canada Police; and

WHEREAS the Standing Committee on Transport has recommended the transfer of responsibility for ports policing and security to individual ports; and

WHEREAS the Canadian Association of Chiefs of Police and local municipalities are deeply concerned about the impact that such transfers have had on police services located in the affected communities; and

WHEREAS the continuation of a high level of protection of life, property and from organized crimes in our harbours under the policing command, direction and control of municipalities must be adequately funded, independent of the Port Corporation whose interest is mainly profitability;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards strongly urge the Government of Canada to ensure port corporations fund municipalities adequately to provide the policing required in the ports.

**RESOLUTION 02-11:  
FUNDING FOR MUNICIPAL POLICING**

WHEREAS Municipal police departments across Canada are responsible for the safety of their citizens at the local level; and

WHEREAS Municipal police departments across Canada also enforce various Federal statutes; and

WHEREAS Municipal police departments provide policing services associated with prevention against terrorist attacks, combating organized crime and other national policing and security issues; and

WHEREAS the continuation of a high level of protection of life and property in local communities is very expensive;

THEREFORE be it resolved that the Canadian Association of Police Boards strongly urge the Government of Canada to provide equitable funding for municipalities across Canada, to offset

the costs associated with policing services and to ensure the high standard of policing and security is continued.

**RESOLUTION 02-12:  
REQUEST FOR A CANADIAN DRUG STRATEGY**

WHEREAS the Canadian Association of Police Boards (CAPB), Canadian Association of Chiefs of Police (CACP) and the Canadian Police Association (CPA) advocate a healthy lifestyle for all Canadians, free of drug use; and

WHEREAS the Liberal Red Book III committed the government to "...implement a National Drug Strategy to reduce both the supply of and the demand for drugs, and to crack down on organized crime"; and

WHEREAS the December 2001 Auditor General's Report states "The government should ensure that Canada's Drug Strategy receives the profile and dedicated resources necessary to deal with the illicit drug problem in Canada"; and

WHEREAS in the interest of a safer and healthier Canada there is an immediate need for demonstrated national leadership for an effective drug strategy;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards join the CACP and CPA in urging the Prime Minister of Canada, Minister of Health, Solicitor General, Minister of Justice and the Government of Canada to implement a Canadian Drug Strategy in partnership with our municipalities, provinces, and territories;

AND FURTHER, that the CAPB endorse the following statements:

1. As front-line professionals who see first-hand the impact of drugs in our society, police officers share a goal of encouraging all Canadians, particularly children and our youth, to "stay drug free".
2. The CAPB, CACP and CPA do not support or endorse the legalization of marijuana or any other currently illicit substances. Illegal drugs, including cannabis, present adverse health effects.
3. The CAPB, CACP and CPA advocate a balanced approach that reduces the adverse effects associated with drug use by limiting both the supply of and demand for illicit drugs, enabling an integrated approach to prevention, education, enforcement, treatment, rehabilitation and research.
4. While Canada's existing laws have been successful in limiting the harm caused by illicit drug use, there needs to be a sustained effort by the Government of Canada, the CAPB, CACP, CPA and the Canadian Association of School Boards to educate Canadians, particularly vulnerable young people, about the adverse effects of illicit drug use.
5. The CAPB, CACP and CPA recognize that the illicit drug trade is inextricably linked to criminal activity, including terrorism, and increases the level of violence and crime in our communities.
6. Canada's drug laws must provide police with tools to effectively combat the illegal drug trade, Organized Crime, and Terrorism.
7. Alternative justice measures are required to efficiently and effectively address summary conviction offences. The CAPB, CACP and CPA advocate the adoption of alternative justice measures that instill meaningful, appropriate and graduated consequences, focused on preventing and deterring drug use amongst all Canadians.
8. Greater emphasis and resources must be provided for stakeholders involved in both demand and supply reduction, with a focus on public education and awareness.

9. The CAPB, CACP and CPA, representing Canada's policing community, are strongly committed to working together as "Partners for Safer and Healthier Communities" to encourage all Canadians to "stay drug free".

**RESOLUTION 02-13:  
EXTRA-PROVINCIAL POLICE JURISDICTION**

WHEREAS the Canadian Association of Police Boards recognizes the mobility of organized crime and the problems associated with jurisdictional boundaries of provincially appointed police officers; and

WHEREAS in the investigation of major crimes, organized crime, drug related offences, and outlaw motorcycle gangs, provincially appointed police officers are engaged in investigations, surveillance and other police duties which take them outside their jurisdictional boundaries; and

WHEREAS upon leaving appointed jurisdictions, police officers lose their legal authority to carry a firearm, peace officer power of arrest and the protection afforded under section 25 of the Criminal Code of Canada; and

WHEREAS the present method of obtaining extra-jurisdictional authority has proven to be inadequate, time consuming and cumbersome; and

WHEREAS it is necessary to take proactive steps to ensure the safety of Canadian police officers, support police investigations and ensure police agencies are protected from liability;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards urge the Solicitor General of Canada to work with his provincial counterparts to encourage a solution that would provide that a provincially appointed police officer's authority remain in effect when that officer leaves their provincial jurisdiction in the furtherance of a bona fide police duty elsewhere in Canada.

**RESOLUTION 02-14:  
FUNDING PROTOCOL FOR HOSTING INTERNATIONAL MEETINGS**

WHEREAS the Canadian government's international affiliations and responsibilities are resulting in Canadian locations being designated as host sites for international events, sometimes at short notice; and

WHEREAS the host municipalities for these events experience an influx of individuals and organizations to the host municipality from around the world with varying agendas and the potential for public disruption; and

WHEREAS the influx of people has policing implications which can overwhelm municipal police resources requiring assistance and aid from other municipalities, provinces and federal resources; and

WHEREAS there needs to be coordination and agreements with Federal departments in place to ensure adequate resources and policing are maintained; and

WHEREAS the City of Calgary has successfully implemented a process whereby its agreements with the Federal government has enabled the Calgary Police Service to successfully police the G-8 Summit held on June 26 and 27, 2002 in concert with other supporting organizations and agencies;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards encourage the Government of Canada to develop a protocol with respect to the hosting of international events using the City of Calgary G-8 Summit experience as a framework to be utilized by other municipal police services for future international events.

**RESOLUTION 02-15:**

**AMENDMENT TO "HATE PROPAGANDA" SECTION OF THE CRIMINAL CODE**

WHEREAS equal protection and treatment of all citizens is fundamental to a fair justice system; and

WHEREAS the Canadian Charter of Rights and Freedoms section 15(1) ensures that "every individual is equal before and under the law and has the right to the equal protection and equal benefit of the law without discrimination;" and

WHEREAS the Supreme Court of Canada has consistently interpreted section 15(1) of the Charter as including sexual orientation as an identifiable group that is protected by these principles; and

WHEREAS the present Criminal Code hate propaganda section does not protect members of the public distinguished by sexual orientation; and

WHEREAS the brutal murder of Aaron Webster, a gay man, in November 2001, in Vancouver, British Columbia has once again drawn attention to these provisions of the Criminal Code which discriminate against members of the gay, lesbian, bisexual and transgender community; and

WHEREAS Bill C415, adding sexual orientation to "identified groups" in Section 318(4) has passed second reading and been referred to the Standing Committee on Justice and Human Rights;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards support the Federal Government to expedite the development and passage of Bill C415 amending the hate propaganda provision of subsection 318(4) of the Criminal Code to expand the definition of "identifiable group" to include protection on the basis of sexual orientation.

**RESOLUTION 02-16:**

**AMENDMENT TO DEFENCE PROVISIONS OF THE CRIMINAL CODE**

WHEREAS equal protection and treatment of all citizens is fundamental to a fair justice system; and

WHEREAS the Canadian Charter of Rights and Freedoms section 15(1) ensures that "every individual is equal before and under the law and has the right to the equal protection and equal benefit of the law without discrimination;" and

WHEREAS the Supreme Court of Canada has consistently interpreted section 15(1) of the Charter as including sexual orientation as an identifiable group that is protected by these principles; and

WHEREAS the present Criminal Code includes a defence that a person accused of murder may resort to the defence of provocation based on "homosexual panic" which discriminates against victims based on their sexual orientation; and

WHEREAS the brutal murder of Aaron Webster, a gay man, in November 2001, in Vancouver, British Columbia has once again drawn attention to these provisions of the Criminal Code which discriminate against members of the gay, lesbian, bisexual and transgender community;

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards urge the Federal Government to amend the Criminal Code, section 232(2), in order that persons accused of murder may no longer resort to the defence of provocation based on "homosexual panic."

**RESOLUTION 02-17:  
REQUEST FOR TASK FORCE ON USE, POSSESSION AND DISTRIBUTION OF CANNABIS**

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards respectfully request the Government of Canada to establish a national task force to provide options concerning the regulation or legal status of the use, possession and distribution of cannabis.

**RESOLUTION 02-18:  
CODE OF CONDUCT ON ETHICS**

THEREFORE BE IT RESOLVED that the Board of Directors of the Canadian Association of Police Boards assess the Canadian Association of Chiefs of Police Ethical Framework for the policing profession, with the objective of adopting the Code of Conduct as is, or with modifications, as the Code of Conduct on Ethics for the Canadian Association of Police Boards. On to [Plenary Sessions](#)

## *Plenary Sessions*

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Better Communication = Better Policing was the theme of this year's conference and the first morning was dedicated to addressing this objective. In his Keynote Address, Commissioner Giuliano Zaccardelli of the Royal Canadian Mounted Police, set the stage for the discussions that followed. He was immediately followed by a panel of three speakers:

**Superintendent John Ferguson**, Officer-in-Charge, Integrated Border Enforcement Teams & Director, RCMP Immigration & Passport Branch

**Detective Chief Superintendent Frank Ryder**, Bureau Commander of Investigation Support Bureau & Provincial Command of Investigations/Organized Crime, Ontario Provincial Police

**Tony Smith, Acting Director General**, Enforcement Branch, and Director, Ports & Borders, Citizenship & Immigration Canada.

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(l to r) Supt. John Ferguson, Mr. Tony Smith, Det./C Supt. Frank Ryder, CAPB President, Herb Kreling

## *Keynote Address*

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In his Keynote Address, Commissioner Zaccardelli spoke about the lessons learned as a result of September 11th, and about the new commitment required on the part of police and other government agencies to work together, particularly in the areas of intelligence gathering, communications and information sharing. He explained the four dimensions of integrated policing (Intelligence, Common Threat Assessment, Shared Priorities, and Integrated Response) and outlined what he believes to be the greatest obstacles faced by those working towards an integrated policing model (Technological Inter-operability and Competency Gaps). Commissioner Zaccardelli's Keynote Address is summarized below.

Commissioner Zaccardelli noted the CAPB's mission statement talks about helping Canadians live and work in secure communities. He suggested the new world environment makes this goal much more challenging than it was even one year ago. He believed police boards and police services must work together to develop a common understanding of how Canada's democratic values are reflected in the day-to-day work of the police officers who serve our communities.

Commissioner Zaccardelli referenced the conference theme, "Better Communication = Better Policing", and proposed taking the statement one step further. He stressed the need to expand collaboration in order to meet the challenges of the new century. He believed a world that is more globalized, technologized, and terrorized, needs a new approach to security and law enforcement that involves cooperation at all levels and across all borders; an integrated policing approach. He suggested the concept of integrated policing is composed of four dimensions: Intelligence, Common Threat Assessment, Shared Priorities, and Integrated Response.

Intelligence - Commissioner Zaccardelli emphasized the importance of truly becoming intelligence-led in policing and law enforcement. This means having the best information available to you, converting it to intelligence, and truly understanding your environment because what happens in your environment has an impact on what you do.

Traditionally, the policing community has only looked at criminal intelligence. However, that is only one component. Many other things impact on our communities; a civil war in Africa, the



tearing down of the Berlin wall, the fall of the Soviet Union, terrorist acts in other parts of the world. Police services in Canada used to believe such acts did not affect our communities. We now know that they do. For example, after the fall of the Soviet Union, organized crime groups in that part of the world moved to such countries as the United States, Canada and Australia and integrated themselves in those societies. The police reacted. Had we been intelligence led, that might have been foreseen. The law enforcement community may have been prepared, and some of the associated problems may have been prevented.

Commissioner Zaccardelli noted policing is a reactive profession in many ways, however it cannot be totally reactive. Intelligence-led policing means understanding our environment, assessing the trends and/or events that impact our communities, and positioning ourselves to respond to or prevent them.

He cautioned police services are not good at understanding their environment and he urged delegates to question their police chiefs and senior officers on their services' intelligence programs. He suggested asking: "If something is happening outside of our community that has an impact on us, how do you find out about it?" The borders have fallen; you can no longer hide in your community and ignore what is happening around you. You have to deal with your community, but you have to be aware of what's going on elsewhere. That is what truly intelligence-led policing is all about.

Commissioner Zaccardelli summarized that if you don't have an intelligence program, you don't know what's going on in your community, and you are not connected to the think tanks that are assessing the events and/or trends that affect our communities. You don't have the best information and you cannot position yourself to make the best decisions to protect your community.

Common Threat Assessment - Commissioner Zaccardelli suggested a sophisticated threat assessment model is essential. Furthermore, he maintained the importance of a common model because, more and more, the problems faced by law enforcement transcend us. To address this, the RCMP is developing a sophisticated threat assessment model, which it will share with other law enforcement agencies.

Shared Priorities - Commissioner Zaccardelli suggested the law enforcement community has to learn how to prioritize. Once we have the intelligence and the common threat assessment, we have to prioritize at the same level on threats that transcend our jurisdictions. Furthermore, once we decide, as a country, the threat level to our society, we all have to commit to and support that priority.

Integrated Response - There are four levels of policing: local, provincial, national and international. Each one used to look after its own jurisdiction in isolation of the others. We used to gauge their importance based on the level and the size of the force. Historically, this worked because most organized crime groups were local; they looked after their own turf. Because of technology and globalization, this approach is no longer effective. The new reality is that the four levels need to be connected. Every community is affected by events beyond its borders. The drugs distributed in one particular community arrive there from other parts of the world through a sophisticated distribution system. Therefore, Commissioner Zaccardelli acknowledged the importance of looking after one's own community, but stressed the importance of understanding what is happening beyond it, and the need to invest and collaborate with other areas. Collaborating at the local, provincial, national and international levels is essential. There are close to 60,000 sworn police officers in Canada and millions throughout the world. If we were able to leverage a few resources from each area in a collaborative, integrated effort, the payback would be enormous.

Commissioner Zaccardelli recalled that on September 11th, he had a telephone conference call meeting with the chiefs from all the major police services in Canada and for the first time, no one questioned his authority to set up the conference call. Every single person said: "What do we have to do? This is a national problem." Everyone committed. There was no squabbling. There was no question of rank. There was no question of jurisdiction. Everyone wondered: "Why can't we be like this all the time? This is what the citizens deserve." He indicated the collaborative discussions have continued since September 11th and the group has made tremendous progress. Although September 11th was tragic, it presented us with great opportunities and we've seized them. We are working at a collaborative level in this country that wasn't possible before September 11th. We were moving towards it but we took a quantum leap because of September 11th. Canada is leading on this front. The Americans (FBI, US Customs, US Immigration) have come here to study our model of integration. Homeland security is going to take them a generation to achieve. It is the biggest challenge they face. Once we are integrated on a North American basis, we have to integrate with our key allies in Europe, New Zealand and Australia. We have to create a global alliance because the problems are global.

Commissioner Zaccardelli then outlined what he believed to be two major obstacles to integrated policing: Technological Inter-operability and Competency Gaps.

**Technological Inter-operability** - He suggested that if police services are unable to share information in real time, integrated policing cannot work. He stressed the importance of technological inter-operability. There are too many people building their own little systems, their own little world, their own little technological empires. Different systems, different cultures and different laws pose challenges, but if we fundamentally believe in the need to share information, we have to find a way to do it. While police services may not be able to replace their existing systems, they have to be cognizant of this issue when acquiring new ones. He noted the Canadian Intelligence Services Canada (CISC) is the envy of the world in terms of a national program to share criminal intelligence, yet police services in this country don't share all their intelligence.

**Competency Gaps** - Commissioner Zaccardelli referred to the skills and competencies of police officers in this new, more complex, more difficult environment. He expressed concern about their ability to meet the high standards set by the courts and the high standards set by the communities they serve. He emphasized the need to invest in training and education. He referenced a recent study which showed that over 50% of the search warrants executed in Canada were defective in a material way. He maintained a search warrant is an essential tool of investigation and if police officers are making fundamental mistakes in over 50% of them, that poses a problem. Not only is that police officer lacking in necessary skills, but the investment of time and resources into the case have been wasted.

Commissioner Zaccardelli stated police governance bodies have a critical role to play. They are not passive players in this process. He suggested that in order to serve their communities and their police services, governance bodies have to be active and engaged, ask hard questions, push the envelope, challenge their police forces and demand the best. In closing, he indicated police governance bodies are a critical link between their police force and their community and they have to look to the future, not the past.

## **PANEL PRESENTATIONS**

The Panel that followed Commissioner Zaccardelli's Keynote Address focused on changes made since September 11/01 to allow for a more integrated and effective approach to crime prevention, intelligence gathering and law enforcement.

Superintendent John Ferguson, RCMP, suggested communication is the foundation of integrated policing. He emphasized the need to enhance communication in order to effectively improve policing capabilities, and the need to expand collaborative efforts through integrated policing approaches in order to deal with the globalization of crime and terrorism. He noted that in recent years, the level of cooperation within the law enforcement community has increased significantly; partly due to the dynamics of limited resources and partly due to the fact that terrorists and criminals know no borders and flow easily from one jurisdiction to another.

In his presentation, Superintendent Ferguson outlined three initiatives which reflect the RCMP's response to the terrorist attacks of September 11th: Integrated National Security Enforcement Teams; a new Border Integrity Department; and Integrated Border Enforcement Teams.

**Integrated National Security Enforcement Teams** - In response to September 11th and because of the need to share intelligence information, the RCMP has created Integrated National Security Enforcement Teams (INSETs). These new teams comprise investigative, intelligence, threat assessment, analysis, and proceeds of crime components. They are dedicated to targeting individuals posing a threat to the security of Canada and they focus on the development of criminal intelligence, based on the activities of these individuals. In addition to including all other federal departments, the RCMP is soliciting participation from provincial and municipal police forces as well as all other agencies interested in national security and how it affects their communities.

**Border Integrity Department** - Almost immediately after September 11th, the RCMP created its new Border Integrity Department. The new Department is headed by Chief Superintendent Brad Holman, whose responsibility is to ensure integration between three branches (Immigration and Passport; Customs and Excise; and Federal Enforcement) and facilitate communication with other agencies: Citizenship and Immigration Canada, Canada Customs and Revenue Agency, CSIS, and other federal departments as well as provincial partners. In addition, greater integration and communication with Canadian and American law enforcement agencies at all levels is being cultivated through increased emphasis on such conferences as Project North Star and the Cross Border Crime Forum.

**Integrated Border Enforcement Teams** - This program's main priority is national security and its secondary priority is to target organized crime activity at the border. The Integrated Border Enforcement Teams (IBET) program is a multi-agency team designed to address cross-border crime issues. It began in Vancouver in 1996 to address issues between the province of British Columbia and the State of Washington. As a result of September 11th, the government has invested heavily in the program and has been expanding it across the country. Although it is an RCMP-driven initiative, it involves partners at the federal, provincial and municipal levels. Supt. Ferguson indicated he has been assigned the responsibility of setting up the program and establishing approximately 19 IBET teams across the country, 13 of which are currently operational.

IBETs are premised upon representatives from the participating law enforcement agencies working collectively towards common enforcement objectives. This integrated approach involves at least six core Canadian and American agencies providing the primary leadership, and depending on the location and the circumstances, participation is sought from state, provincial and local law enforcement agencies. The first principle of the IBET is to be intelligence-led, therefore it is imperative that each team have an integrated intelligence component; an integrated team of intelligence specialists who bring forward information gathered from all sources for analysis, leading to strategic intelligence targeting.

Supt. Ferguson referenced Commissioner Zaccardelli's comments with respect to common threat assessment and explained that the IBET program has provided an opportunity to create a common model. Such a model is currently being tested in the Cornwall area and will result in a

common threat assessment model which will be shared with all police agencies participating in the program in the United States and in Canada.

## **The Challenges**

There are two aspects to communication: conveying information to each other and sharing knowledge and ideas; and technological inter-operability. The technological inter-operability aspect (voice and data) poses a tremendous problem. Although temporary fixes are being used, the current systems do not permit private, secure voice communications. A study is underway to look at establishing a common, secure communication system across the country. The RCMP is also heavily involved in trying to create some technical fixes to allow linkages between various databanks.

Training poses another challenge. To address this, the RCMP has designed a Public Safety Anti-Terrorism Training Plan, which will be rolled out to all participating law enforcement agencies over the next two years.

Human resources are an obvious challenge; finding the right people for the right job at the right time. The marketplace is small, competitive, and ever-shifting at the different levels in policing. Organizations always task their best people with most of the long-term assignments and it is hard to re-direct them into this type of activity.

With an increase in the number of people (participants) comes an increased need for infrastructure; buildings, cars and equipment. In working with its various partners, the RCMP is trying to co-locate participants wherever there is space. As a pilot project, an intelligence component has been set up in Blaine, Washington and representatives from the various police departments (Canadian and American) work together, in one location, on a daily basis.

Issues related to officer safety also pose a challenge for both Canadian and American agencies. When operating in a cross-border environment, issues arise with respect to designated peace officer status and weapons. A working group is studying these issues and it is hoped that some resolution will be found over the coming months. Supt. Ferguson believed any solution would require legislative changes and suggested that as we move forward with a more global, integrated approach to policing, laws will have to change in order to ensure officer safety.

In summary, Supt. Ferguson suggested better communication will inevitably lead to better policing, but it is the integration of policing efforts that will lead to the prevention of such tragedies as 9/11. Integration is important and necessary. No police department can do it alone. We must work together. \_\_\_\_\_

Detective Chief Superintendent Frank Ryder, Ontario Provincial Police, stated that since September 11th, governments have made efforts to increase funding and put in place strategies to improve the safety and security of our communities. He shared some of the positive changes that have occurred in the Province of Ontario.

In February 2002, the Ontario Ministry of the Solicitor General hosted a Counter-Terrorism Summit in Niagara Falls. Leaders from law enforcement, fire fighting, emergency response, and governments from Canada, the United States, Great Britain and Israel came together to discuss ways of improving response to terrorist threats. The common themes throughout the summit were communication and the need to understand one another's roles. Experts who addressed the summit emphasized the need to broaden our relationships, to reach out to the medical officers of health, hospitals and emergency preparedness officials, health planners, and laboratories.

The Ontario government is currently revising the draft Provincial Counter-Terrorism Plan to ensure it is consistent with the response procedures set out in the National Counter-Terrorism Plan. Once the plan is finalized, Ontario police boards will be receiving sample board policies and guidelines.

As a result of recommendations made to the provincial government following September 11th, the creation of a Provincial Anti-Terrorism Unit was approved to pro-actively address terrorism in Ontario. Members of the unit identify and monitor suspected terrorists, terrorist groups and individuals suspected of providing logistical and financial support for terrorist operations in an effort to anticipate and prevent criminal acts. They will conduct intelligence operations on matters involving international terrorism, domestic terrorism and issue-specific terrorism. The unit is comprised of municipal, provincial and federal agencies, all focused on working pro-actively and collaboratively in intelligence services. The unit has strategically placed field offices in Toronto, Ottawa, Thunder Bay, Sault Ste. Marie, London, Windsor and Niagara Falls, and the surveillance team will operate out of OPP general headquarters in Orillia.

The OPP's Tactical and Strategic Intelligence and Analytical units have been amalgamated to form an OPP Intelligence Section. The coordinated effort of these analysts will assist the analytical capabilities of the intelligence section, which will ultimately assist in executive management, priority setting and focus.

He described the working relationships the OPP has with law enforcement agencies throughout Ontario as well as with Canadian and foreign law enforcement and immigration agencies, and indicated the organization will continue to forge such relationships and share information with its partners.

Since 9/11, the OPP has enhanced its Hate Crime Extremism Unit, which conducts multi-jurisdictional strategic and tactical intelligence operations, targeting individuals or organized groups involved in hate crime activity or criminal extremism.

The mandate of the Provincial Repeat Offender Parole Unit is to investigate and apprehend persons who escape from secured custody or evade non-security custody and then become unlawfully at large by violating bail, parole or intermittent sentence terms. Since September 11th, this unit's Special Apprehension Team has been enhanced.

In conclusion, Detective Chief Superintendent Ryder emphasized that public safety and security are responsibilities of all levels of government. This new era requires new ways of approaching problems and partnerships, and law enforcement agencies must continue to work closely together. \_\_\_\_\_

Tony Smith, Citizenship & Immigration Canada, spoke about: the Citizenship & Immigration Canada (CIC) mission; the Enforcement Branch mandate; Post 9/11 security initiatives; longer term initiatives; and joint CIC/police interests.

The CIC Mission is "To build a stronger Canada by: deriving maximum benefit from the global movement of people; protecting refugees at home and abroad; supporting the settlement, adaptation and integration of newcomers; and managing access to Canada."

Mr. Smith noted the mission emphasizes that the global movement of people can be a benefit. The Canadian government sees immigration as positive and necessary to the long-term survival of the nation. Therefore, one of the key commitments of the CIC is to bring people to Canada, and targets have been set in order to sustain population growth. He suggested the challenge lies in bringing in the "good" people. He briefly spoke to the importance of the other three aspects of the CIC mission: protecting refugees; supporting the settlement, adaptation and integration of

newcomers; and managing access to Canada, and suggested it speaks to a dual role of facilitation and control.

The Enforcement Branch Mandate is "To protect the safety and security of Canadian society and ensure the integrity of the immigration and refugee programs", and "To facilitate the entry of immigrants, refugees, temporary workers and visitors, while identifying inadmissible persons, preventing their arrival, and effecting their removal."

Mr. Smith indicated he and his colleagues concentrate on the first point: to protect the safety and security of Canadian society. September 11th raised a number of questions with respect to CIC programs and controls:

- How good are our controls?
- Could this happen in Canada?
- Why did it happen in America?
- Is Canada a haven for refugees?
- Is there a problem with people coming into Canada and getting into the United States through the "back door"?

Post September 11th, CIC has had to review and analyze its operations.

Post 9/11 Security Initiatives have included: enhanced front end security screening at ports of entry (POEs); more immigration control officers overseas; secure documentation (PR card); the creation of a new intelligence branch at CIC; joint Canada/US initiatives (such as Nexus); new Statements of Mutual Understanding with US Immigration and Naturalization Services; use of automated fingerprint technology (AFIS); and advanced passenger information (API). Mr. Smith elaborated briefly on each initiative.

- Because of recognized problems associated with asylum seekers, CIC introduced revised security screening measures, and now has greater input from CSIS at all ports of entry.
- One of the CIC philosophies is to try and move the border away from the traditional port of entry. To that end, CIC has sent immigration control officers (ICOs) overseas. The program seeks to prevent the arrival of inadmissible persons before they get near North America; CIC has a network of ICOs posted around the world at key strategic locations where documents are checked before people are allowed to board an aircraft coming into Canada.
- It was widely recognized that the documentation for new immigrants coming to Canada was not very effective. Post 9/11, CIC has introduced a new, state-of-the-art permanent resident's (PR) card as a more secure documentation framework for people to assert their status here.
- Within the past three months, CIC has created a new intelligence branch. It will be developing an intelligence framework to allow CIC to prioritize and target its efforts/controls.
- CIC is involved in developing alternative inspection systems such as Nexus in order to control border access. Regular border crossers (from Canada or the US) go through an enrollment process, which once completed, gives them expedited passage through specific lanes at land borders. The objective of the program is to free up trade across the border while minimizing access by criminals.
- CIC is developing a new Statement of Mutual Understanding (SMU) with the United State's Immigration and Naturalization Service (INS) because the current one does not allow the departments to maximize on information exchange.
- CIC has been working closely with the RCMP on AFIS (automated fingerprinting). In certain circumstances, people coming to Canada need to provide their

fingerprints to ICOs. Under new immigration legislation, people can be ineligible to pursue an application for refugee status if they are a serious criminal or if they have already claimed asylum under another identity. ICOs need the tools in order to verify such data and enforce the legislation, therefore CIC has invested in AFIS, which is being rolled out to all ports of entry and to certain in-land sites. The Department is also looking forward to the introduction of the RCMP's Real Time Identification Program (RTIP), which will enable ICOs to identify criminals and previous refugees immediately upon their arrival in Canada.

- Advanced Passenger Information (API) is an initiative being looked at by immigration agencies around the world. The new Immigration and Refugee Protection Act would require carriers and transportation companies to provide CIC with information on their passengers (name, date of birth, passport details, and so on) before they arrive in Canada. This would allow the Department to identify people much earlier in the process and to interdict them upon arrival at our ports of entry.

Longer-term initiatives include: a global case management system; a public safety information network; advanced passenger processing; and biometrics.

- The global case management system is intended to integrate the approximately 150 separate IT systems currently used by CIC.
- CIC is involved in the public safety information network discussions: CPIC renewal, the integrated justice information initiative, and inter-operability.
- Advanced Passenger Processing (APP) is a new concept which essentially takes API to the next level. Based on the Australian model, it is an inter-active system with checkpoints around the world where passports and visas are checked and their data verified electronically against our databases before someone boards an aircraft coming to Canada.
- A new technology working group is looking at biometrics in travel documents. Three particular biometrics are being considered for inclusion; facial recognition, fingerprinting and iris technology.

Mr. Smith outlined some joint police/CIC interests: port security; integrated teams (i.e. IBET); human smuggling; intelligence; and information exchange. In particular, he noted:

- CIC representatives sit on a number of committees together with the RCMP and other agencies, to look at ways of controlling port security in the future.
- CIC is also anxious to participate and play a role in integrated teams such as IBETs.
- The RCMP has developed a Human Smuggling Framework. CIC participated with them in a joint workshop, which proved to be very useful in terms of networking and discussing a mutual approach to the problem of human smuggling.

In conclusion, Mr. Smith endorsed the previous speakers' comments about the need for cooperation, and commended the conference organizers on their choice of theme. He supported the concept of a multi-agency approach to law enforcement and stated that CIC intends to continue its commitments to joint working groups and initiatives.

***Department of Solicitor General Canada Update***

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Ms. Karen Sallows, Acting Director, Law Enforcement Division, Policing and Law Enforcement Directorate, Solicitor General Canada, provided an overview of actions taken by the Government of Canada to address resolutions adopted by the CAPB membership last year, as well as other key areas of interest to delegates.

She began by mentioning a new initiative designed to take advantage of, and participate in, the enhanced partnership between the CAPB, the CACP and the CPA. The Department of the Solicitor General Canada has created a Police Association Advisory Committee intended to serve as a face-to-face forum for the timely exchange of information, and to facilitate cooperation between the Department and the associations on a wide range of initiatives. The Committee will also serve as a vehicle for enhancing relationships with Portfolio agencies such as the RCMP, the Correctional Service of Canada, Justice Canada and Health Canada. One of the goals is to allow the Department to better address the issues identified in the resolutions passed each year by the associations at their respective AGMs.

### **Response to CAPB Resolutions**

**Raves** - The Department is involved in the development of a National Integrated Training Program on Chemical Drug and All Night Dance Events. Spearheaded by the RCMP Drug Awareness Section in Vancouver, along with the Addictive Drug Information Council, the project is aimed at developing national training for first responders on chemical drugs and events such as raves and after-hour bars. It will include a component on community mobilization to enable first responders to educate their communities, and will be developed and disseminated in four phases. The first phase involved a meeting of experts to discuss the impacts of chemical drugs and rave events and to develop the focus of the training. Phase two, which is ongoing, involves the development of regional needs assessments and the development of the training manual. Phase three will involve evaluating the training manual through pilot testing, and phase four will involve training and community mobilization. The Department contributed \$10,000 for Phase 1 and has earmarked another \$30,000 for the continuation of the project. The National Crime Prevention Center recently agreed to contribute an additional \$110,000.

**National Radio Bandwidth for Police Use** - In June 2001, Industry Canada released a consultation paper proposing changes to the Canadian Table of Frequency Allocations, which was a first step in a public consultation process to designate a modest amount of the UHF-TV spectrum for use by public safety services. Consultations concluded in September 2001 and a completed allocation decision and proposed designation is anticipated before year-end. Industry Canada is encouraging all stakeholders to provide their comments and input at that time. Association members are encouraged to work with related associations to ensure the technology standards, equipment requirements, and spectrum needs are identified to encourage inter-operability.

**Internet Crime** - Since last year, there have been a number of developments to address internet crime; particularly the sexual exploitation of children. Child Find Manitoba is expected to launch a cyber-tipline pilot project for reporting illegal or offensive content on the internet. Reports can be made via e-mail, fax or phone and illegal material will be forwarded to the appropriate police agency for investigation. Reports of offensive material will be addressed through an educational program on how to avoid such content in the future, and on how to make the internet safer for children. The project will be evaluated after a year and a national cyber-tipline will be developed based on the results of that evaluation.

**G8 Ministers of Justice**, at their meeting in May, committed to the development of an international database of child pornography images to assist law enforcement officers in investigating new offences of child pornography by identifying victims of recent acts. The government approved a



number of recommendations with respect to the availability, protection and preservation of data contained in or concealed by computers or networks. Bill C-15A, the Criminal Law Amendment Act, 2001, contains provisions to provide additional protection to children from exploitation on the internet. Possible legislative measures to amend the Criminal Code to further protect children from online sexual exploitation are being developed by the FPT Working Group on Cybercrime. Other concerns, such as hacking and denial of service attacks, are being addressed by various law enforcement bodies.

Review of Funding Responsibilities for Public Safety - The primary role of the federal government in policing matters is to lead the fight against crime at the national and international levels. Since 2000, the Government of Canada has dedicated \$9.5 billion to public safety and national security. Specific federal support for provinces, territories and municipalities includes: training packages for police and prosecutors regarding implementation of Bill C-36 and Bill C-24; funding for first responders and chemical, biological, radiological, nuclear (CBRN) training; and establishment of Integrated National Security Enforcement Teams (INSETs) and Integrated Border Enforcement Teams (IBETs) by the RCMP. These substantial resources will benefit public safety in Canada. While the focus has been on counter-terrorism, initiatives are having rippling effects and will benefit organized crime investigations, community policing, and law enforcement in general.

Impairment by a Drug other than Alcohol / Drug Recognition Experts - In response to concerns voiced by the police community, the Department will be contributing \$50,000 to support the CACP's efforts to initiate training programs in the area of drug recognition expertise.

Implications of an "Open Border" Concept - In the wake of September 11th, a Special Cabinet Committee on Public Security and Anti-Terrorism was created to review policies, legislation, regulations and programs to strengthen Canada's national security. The government implemented an Anti-Terrorism Plan, with five objectives: prevent terrorists from getting into Canada; protect Canadians from terrorist acts; develop tools to identify, prosecute, convict and punish terrorists; keep the border secure yet open to the legitimate flow of goods and people; and work with the international community to bring terrorists to justice and address the root causes of terrorism. The government enacted Bill C-36, the Anti-Terrorism Act, to identify, prosecute, convict and punish terrorists, and to provide new investigative tools for law enforcement agencies. Canada and the United States signed the Smart Border Declaration, which outlines a 30-point Action Plan to collaborate in identifying and addressing security risks while efficiently expediting the legitimate flow of people and goods across the border.

## **Other Issues**

Organized Crime - Input from the police community was critical to the development of Bill C-24, which includes: measures to improve protection from intimidation for persons who play a role in the criminal justice system; measures to create an accountable process to protect law enforcement officers from criminal liability for certain otherwise illegal acts committed in the course of an investigation; provisions to broaden the powers of law enforcement to forfeit the proceeds of crime and to seize property used in a crime; and new offences targeting involvement in criminal organizations. The RCMP has organized training sessions across the country on the law enforcement justification provisions of the Act, including a full day presentation by the Department of Justice. These two organizations have developed "problem-based" training material as well as a video (to be used as an interactive training tool) on C-36, and will do the same for C-24. Targeted training is also being provided to Crown Counsels on the content of Bills C-24 and C-36.

Since the adoption of the Joint Statement on Organized Crime in 1998, the collective efforts of the government, working closely with its provincial and territorial counterparts, have resulted in the National Agenda to Combat Organized Crime, which was adopted by Federal-Provincial-

Territorial Ministers two years ago. It provides a shared plan of action to deal with organized crime through a multi-disciplinary approach, and proposed a number of initiatives in four areas: national and regional coordination; research and analysis; legislation; and communications and public education. The police community plays an active role in the Department's research and analysis efforts and continues to play a leadership role in raising public awareness about organized crime.

Crime Prevention - The Department of the Solicitor General and the RCMP are committed to supporting police and correctional services in their efforts to reduce crime and victimization through community-based activities. The Portfolio has coordinated crime prevention activities in collaboration with police agencies across Canada. Given their mandate and experience in public safety, police are a natural focal point within many communities as they work to develop crime prevention solutions. Police leadership in communities across the country has been integral to the development of Canada's approach to community policing and crime prevention. With the new Crime Prevention and Public Safety Initiative, the Portfolio plans to build its capacity to address issues that need greater attention, such as crime, disorder and social dysfunction in remote and isolated communities. There is also a desire to focus crime prevention efforts on substance abuse awareness, addressing the risks associated with children of offenders, and producing strategies to prevent youth involvement in gangs and auto theft.

Integrated Justice Initiative - Connectivity, inter-operability, system integration, real-time communications, and aging equipment are all concerns. The Canadian Public Safety Information Network (CPSIN) identifies its objective as "Enhanced public safety through better, faster criminal justice information exchanges." CPSIN will provide an opportunity to revolutionize the way law enforcement and security agencies work together, share information, track criminals and make decisions. In the past year, a CPSIN charter has been signed by all the federal departments and agencies involved in integrated justice, to formally endorse this initiative. Also, a National Accord is currently in the works involving the provinces and territories. Challenges to be faced along the way include: multiple user organizations, different legislative frameworks, various user perspectives, differing resource capacities, varying privacy rules, multiple legacy systems, different technological environments, and complex IT systems. CPSIN will require a long-term commitment by all partners.

Next: [Project #6116: A National Committee to Reduce Auto Theft](#)

## ***Project #6116: A National Committee to Reduce Auto Theft***

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Ms. Marlene Viau, Chair, Project #6116: A National Committee to Reduce Auto Theft, explained that Project 6116 is dedicated to the memory of her brother, Sgt Rick McDonald, a Sudbury Regional Police Officer killed in the line of duty in 1999 while attempting to stop a stolen van driven by a repeat young offender. One of the Committee's objectives is to ensure public safety by reducing motor vehicle theft, most specifically by youth.

Ms. Viau prefaced her presentation by providing statistics with respect to death and serious injuries associated with auto theft, vehicle theft rates, auto theft by youth, and organized crime. She indicated her presentation would focus on four areas: Background - the context of auto theft in Canada; Project 6116 - its mandate and partners; Objectives and Goals - project results; and Recommendations to the Government of Canada.

According to 2001 Juristat figures, there were 170,213 vehicles stolen in Canada in 2001. A study conducted by Standard & Poor measured the financial costs borne by Canadians related to the growing auto theft industry: these costs exceeded \$857M per year, \$37.4M of which are attributable to police services costs. Some vehicles are stolen for transportation, joyrides, or are used in the commission of other crimes. In such cases, the vehicles are usually stolen by youth and recovered within 48 hours. Some stolen vehicles are dismantled by a chop shop and sold for parts, or are given a new identity and transferred to another province for sale. Other vehicles are exported by shipping container, to another country with false export documents. She noted loopholes in the vehicle registration process and the inability of stakeholders to share vehicle data information enable organized crime rings to thrive.

She outlined regional profiles of auto theft to compare rates between western provinces, central regions, and port cities. In western Canada, where the percentage of stolen vehicles recovered is above 90%, youth involvement in auto theft is more predominant. Auto theft rates in cities such as Regina, Winnipeg and Vancouver have led researchers to claim that vehicle theft is now part of a youth culture. In certain port cities such as Toronto and Montreal, low recovery rates indicate organized crime involvement. In cities such as Windsor and Ottawa, vehicles are usually stolen by youth and recovered within a 24-hour period. In central provinces, there is evidence that youth are recruited to steal vehicles for organized crime rings.

A research study concurrently being launched by Project 6116, in collaboration with Solicitor General Canada and other justice and health agencies, will attempt to research the phenomenon of youth involvement in auto theft and evaluate the dynamics of recruitment into motor vehicle theft rings.

Project 6116 is divided into three sub-committees: Youth Involvement in Auto Theft; Organized Vehicle Theft Rings; and National Vehicle Database. Ms. Viau reviewed each of the sub-committees' mandates.

The goals and objectives of the Youth Involvement in Auto Theft Sub-Committee are to recommend best practices in youth prevention, and intervention with recurrent offenders. The Committee is currently launching a national research project to look at the dynamics of motor vehicle theft by youth and their motivations. Five hundred youth from across Canada will be interviewed. The pilot study, launched in Manitoba, was very successful and a lot of information has already been garnered with respect to motivations.

The sub-committee has partnered with the CACP educational campaign entitled "Youth and Joyriding: Communicating the Facts". A pilot program has been launched in Regina in collaboration with various agencies. It consists of bringing victims into schools to speak to kids about auto theft not being a victimless crime, as well as a multi-media video poster challenge. As a result, auto theft rates in Regina have been reduced by 30% in six months. The sub-committee has also created educational materials in partnership with the CACP, including a cd-rom, a training manual, and a website. These materials will be delivered to police services at minimal costs.

Project 6116 has worked with stakeholders and Transport Canada to draft an MOU with auto manufacturers to have them implement immobilizers in their vehicles. An immobilizer is an anti-theft device that involves the embedding of a microchip in a key so that when the key is removed from the ignition, the car's ignition, starter and fuel supply are disabled. Currently, 80% of new vehicles on the market have immobilizer technology. At a conference in February, the federal, provincial and territorial ministers of justice called upon auto manufacturers to equip their vehicles with immobilizers prior to sale, as soon as practicable. Domestic manufacturers are collaborating but importers are resisting.

The mandate of the Organized Crime Sub-Committee was to review legislative options to impede organized vehicle theft rings. Its recommendations focused on four areas: anti-theft legislation, parts markings, import and export regulations. The sub-committee has had numerous consultations with stakeholders and ministries in every province and its report will be released in September. Ms. Viau referenced a clause in the MOU drafted by Transport Canada, which calls for partial implementation, and indicated the Committee's aforementioned report will recommend full implementation. She explained partial implementation requires that only vehicles without anti-theft devices have parts markings. The Committee's position is that parts' marking is complementary to, rather than separate from, the use of anti-theft devices. With respect to exportation, the Committee will be recommending a review of customs regulations to: protect both sides of the Canada/US border, standardize vehicle information, implement a database to record exported vehicles, and remove the US exemption. Ms. Viau explained the last recommendation calls for the declaration of all vehicles being brought into the US from Canada. Bill C-250, a private members' bill that would make motor vehicle theft a separate criminal offence, will allow law enforcement officials to monitor patterns in motor vehicle theft and ascertain the level of organized crime involvement. The Committee will also be recommending a new bill to make the removal or obliteration of a VIN number a Criminal Code offense.

The Database Sub-Committee is striving to access data through a common means by improving on the existing systems to ensure connectivity. Project 6116 is facilitating this process and will be seeking funding to expedite it.

Ms. Viau suggested Project 6116's success can also be measured by the partnerships it has forged with federal and provincial agencies, law enforcement associations, and various insurance organizations. She asked for the CAPB's support in adopting resolutions to endorse the Committee's work and the recommendations it makes to the government.

Next: [A Model for Integrated Chemical, Biological, Radiological and Nuclear Response](#)

## ***A Model for Integrated Chemical, Biological, Radiological and Nuclear Response***

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Deputy Chief Sue O'Sullivan, Ottawa Police Service and past Co-Chair, National Capital CBRN First Responders Committee, talked about the current situation in Canada and around the world, the role of police in responding to chemical, biological, radiological, nuclear (CBRN) threats, and the work of the response team in the national capital area.

To begin, D/C O'Sullivan outlined the current situation by referencing threats such as the release of sarin gas in Tokyo, the Iraqi chemical weapons program, the Persian Gulf war, incidents of anthrax letters in the US, and the availability of information through the internet.

She noted that the Government of Canada is politically and legislatively accountable for the resolution of domestic terrorist incidents, however operational responsibilities rest with the local Incident Commander and Police Service.

Although the National Counter Terrorism Plan clearly identifies the municipal, provincial and national police roles and responsibilities, D/C O'Sullivan indicated if a terrorism incident occurs, it will require an immediate local multi-agency response. While provincial and national assets are available, they can be 8 to 24 hours away. Therefore, she emphasized the need for municipal police services to assess and to know their capabilities. The municipal police service will need to

take investigative action, collect evidence, and assume consequence management responsibilities. In summarizing responsibilities, D/C O'Sullivan explained the federal government is responsible for the investigation of terrorist acts, however all the fall-out (health issues, patient treatment, clean-up, consequence management) is the responsibility of the province.

In discussing how CBRN threats impact on the police, D/C O'Sullivan talked about major event planning and the need to consider local targets such as embassies, research labs and nuclear plants. She stressed the need for training and public education; while balancing the need to disseminate information with the need to avoid public panics. Emergency planning has to include ways of educating the public in advance of potential situations and mechanisms for advising the public when incidents occur. She maintained that knowledge dispels fear.

In developing a police response, D/C O'Sullivan underscored the need to factor in front-line officers, the tactical unit, the public order unit, incident commanders, the communications center, the explosives disposal unit, and its forensics identification unit. Each of these units has a function and the (planning) team has to look at each unit's role and ensure they have the training and equipment to do their jobs.

D/C O'Sullivan noted the City of Ottawa has a population of approximately 800,000. The Ottawa Police Service has 1,050 officers, including a 32-member tactical unit, 5 trained forensic identification officers and a number of DRES (Defense Research Establishment Suffield) trained members. She explained that the National Capital First Response Committee (NCFRC) includes representatives from the police, fire and emergency medical services as well as hospitals and the poison control center because no single agency has the resources to deal with a terrorist or CBRN threat alone. She stressed the important role of the medical community in developing a response plan. She emphasized the need to choose the right people to participate in such initiatives, noting the tremendous amount of personal commitment it requires.

She outlined what a community needs in order to prepare to respond to a CBRN threat: personal protective equipment, decontamination capabilities, the ability to detect, communication, training, research and planning, mitigation equipment, pharmaceuticals, program maintenance, and specialized tactical equipment.

D/C O'Sullivan provided an overview of the equipment and training provided to front-line officers, Communication Centre staff, the Explosives Disposal Unit and the Identification unit. In Ottawa, front-line officers are equipped with gas masks, they have been provided with basic awareness training so they know what signs and symptoms to look for, and they are trained on the policies and procedures to be followed in the event of an incident. Communications Centre staff are the crucial first line of defense. They need to know what questions to ask and how to alert units if a situation occurs. The Explosives Disposal unit is at the heart of the response. They deal with suspicious packages. Their mantra is protect, detect, decontaminate, treat, contain, mitigate. Forensic identification officers are required to gather evidence for any future criminal prosecution. They take samples and, within the first hour or so, can tell if it is suspicious or not. She indicated the various agencies and units work as a team, train as a team and understand each others' resources and priorities.

D/C O'Sullivan talked about "fan-out" notification, i.e. notification to the various support agencies as well as accessing provincial and federal resources. She referenced some of the funding sources available for such initiatives and urged delegates to keep abreast of available funds and make use of them as much as possible.

She provided an overview of consequence management and the responsibilities of each partner organization: police, fire, EMS, and public health. The Police Service looks after the perimeter and casualty security; the Fire Department conducts mass decontamination; Emergency Medical

Services are responsible for casualty management, treatment, and liaison with hospitals and public health officials; while public health collects the names of those exposed, sets up treatment clinics, and liaises with the medical community.

In speaking to the lessons learned, D/C O'Sullivan suggested the EDU/Ident units have program ownership within the police services. She stressed the importance of deepening the knowledge base, of effective and safe front-line response, of partnerships, and of the role each partner plays.

D/C O'Sullivan concluded with some key messages for delegates:

- Knowledge of weapons of mass destruction and the potential consequences of their use by terrorists is the single most important factor in the successful management of an event involving their release.
- First responders must do their best with the available resources to have the most positive impact on the terrorist event. Their overall goal is to keep the disaster from claiming more casualties.
- First responders must build on their everyday incident management system so they can "smoothly" transition from managing an ordinary event to one that is extraordinary.
- The level and extent of participation by First Responders is significantly influenced by their level of personal protection.
- Municipalities need to develop their CBRN capabilities based on a solid emergency measures system.

In closing, she re-iterated her belief that knowledge dispels fear. The more you learn, the less fearful you are.



D/C Sue O'Sullivan, Capt. John Gagnon

Captain John Gagnon, Ottawa Fire Services and Co-Chair, National Capital CBRN First Responders Committee, stated the fire service is a cornerstone of a community's CBRN preparedness. He referenced historical incidents and suggested CBRN is the most important challenge first responders will have to meet in the future, and they will have to meet it quickly.

He urged delegates to build CBRN preparedness in their communities by creating a committee and response team, and he encouraged them to contact himself or Deputy Chief O'Sullivan if they need assistance because the Ottawa team is prepared to share its knowledge.

Captain Gagnon outlined the fire service's role in responding to a CBRN incident and indicated that they train every day; they attend fire calls, Hazmat calls, car accidents, rescues. They are

one of the many agencies involved in responding to incidents. When responding to a scene, each agency and unit has its role. The teams train together so that they know each other and they can share resources and ideas. The Fire Service maintains and stores the equipment.

He explained the philosophy of the CBRN response team is Detect, Protect, Decontaminate, and Treat (provide initial emergency medical treatment). He elaborated on each.

Detect - The team employs CBRN awareness level training to recognize the event as a terrorist act. Initial recognition is made by casualty signs and symptoms and the dedicated use of Hazmat detection equipment.

Protect - First responders size-up at a distance, isolate and deny entry to the site, estimate the wind-borne travel of agents, delineate a Protective Action Zone, and determine the requirement for evacuation and protection. They establish hazard control zones, activate a personnel accountability system, stage in-coming multi-agency units at a safe distance, employ full Personal Protective Equipment, and need to be aware of secondary devices and perpetrators on the scene.

Decontaminate - The team uses a variety of decontamination approaches and equipment, depending on the risk and agents.

Emergency Medical Treatment - The team focuses on decontamination prior to treatment then moves casualties to a safe refuge area, assists with triage as well as airway management, and administers antidotes and pharmaceuticals.

Captain Gagnon concluded by providing an overview of the equipment used by the team and listed the partners in the National Capital CBRN team.

Next: [Concurrent Workshops](#)

## *Concurrent Workshops*

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A series of concurrent workshops were organized to give delegates an opportunity to learn in small-group settings and to share ideas with one another. Four different topics were covered and each workshop was led by people chosen for their expertise in the respective areas of concern. The workshops were offered twice during the conference so delegates could attend more than one. Each session began with a presentation or overview by the workshop leader(s), following which participants discussed or worked on assignments related to the topic. Summaries of the workshops are provided below.

- [Small, Medium, Large Break-Out Groups](#)
- [An Ethical Framework for Police Executives](#)
- [Succession Planning](#)
- [Recruitment and Retention Strategies](#)
- [The Debate on Illegal Drugs](#)

## *Small, Medium, Large Break-Out Groups*

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## **BREAK-OUT SESSIONS**

Delegates were assigned to a discussion group based on the size of the police service they work for or govern.

### **SMALL BOARDS**

The Small Boards' group was led by Wayne Hunter (B.C. Association of Police Boards) and Dan MacLeod (New Glasgow-Westville). The following topics were discussed:

**Training for Board Members-** Participants identified the varied processes used to appoint members to police boards and noted that, depending on the circumstances, training can be methodical, or it can be sporadic. It was noted that police board members need knowledge and skills in areas such as contract negotiations, police operations, policy formulation, strategic planning, handling complaints and financial planning, therefore adequate training is very important. It was suggested that the CAPB could perhaps play a role in promoting adequate, consistent training programs for police board members.

**Joint Meetings -** It was suggested that neighbouring police boards could benefit from regular joint meetings to discuss common issues and come up with solutions to deal with them.

**Protocol for Police Board Membership -** Participants noted that in some provinces, members of Council sit on police boards whereas in other provinces, they don't. They suggested there needs to be more consistency across the country with respect to the composition of police boards.

**Best Practices -** It was noted that many of the larger police organizations have formats and information on best practices; participants suggested it would be helpful to share such reports.

**Future Analysis of Integration -** Participants indicated they would look forward to meeting in five or six years to discuss whether or not integration was successful and what impacts it would have had on their police services.

### **MEDIUM BOARDS**

Don Robinson (Halton) facilitated the discussion for the medium sized police boards. The topics discussed included the following:

**Funding -** There was a common theme across the country regarding restraint being shown by municipal councils and the increase in responsibilities required to be undertaken by police services. Various boards provided examples of how they deploy for special functions by providing some pay duty officers, but also require that private security be used. Others require that if the function is arranged by the municipality, they must absorb the cost.

**Tuition Costs -** Discussion took place regarding the payment of tuition costs for new recruits. The cost for tuition in British Columbia is currently \$7,200 and is expected to rise to \$10,000, the Atlantic Police Academy tuition is \$20,000 and Ontario Police College is \$5,000. It was noted that as the market for police officers becomes more competitive, the payment of the tuition will become more important. It was also noted that some services and associations have loan programs and initiatives for tuition reimbursement.

**Human Resources -** The recruitment, retention and retirement facing police services was another area of concern. Some services will see a 50% turn-over in the next five years. To address this issue, succession management was suggested as an important element. There was discussion



regarding the CAPB undertaking a marketing program to attract people to the policing profession as the scope of policing has changed in recent years.

A general discussion was also held regarding collective bargaining and how other boards handle this responsibility.

Relationships - It was noted that building relationships is important to ensure others understand the issues facing police services and their impacts. It was suggested that the Federation of Canadian Municipalities (FCM) would be an excellent ally for CAPB. The FCM currently has a standing committee on crime prevention and could influence and advance our issues. Various boards could encourage their municipal councils to take issues forward to FCM as well. Another suggested relationship could be with the Canadian Bar Association related to court processes.

Relationships can also be developed in our own communities by way of joint task forces and resource sharing. These initiatives are important as they would avoid every service hiring specialists or experts in every area of responsibility.

To build on the collaboration theme of this year's conference, it was suggested that the 2003 Conference include a presentation from the Federation of Canadian Municipalities (FCM) on their activities and have workshops with the RCMP on their Integrated Services program.

## **LARGE BOARDS**

Florence Wong (Vancouver) and David Ruptash (Edmonton) facilitated the discussion for the large Police Boards. The topics discussed included the following:

Communications - Participants discussed ways of developing "buy-in" by other services in order to implement linkages in radio and dispatch communication between police, fire and other emergency services. It was noted that when moving to a shared system, certain issues need to be resolved early on: union issues, funding, and approval process.

Civilianization of sworn positions - While some positions such as purchasing, fleet, HR and finance can be civilianized, sworn officers are still required in some administrative positions to accommodate light duty personnel. It is a myth that civilianization will save money. Top civilian managers and executives require competitive remuneration. Participants discussed ways of utilizing the expertise of light duty personnel (such as alternate response teams) and the specialized knowledge of civilian personnel (such as computer and financial crime units). Although chiefs may prefer having sworn members in certain positions, boards should ensure a sworn member is really required and civilianize where possible. While some services are promoting civilians to the executive level, some police training may be required. This could have implications with respect to morale and trust. Participants agreed that police services need to "think outside the box" on this issue.

Retention and Succession Management - Participants discussed various issues related to this topic: difficulties in keeping technology specialists; leadership training within an organization; demographics in policing; the difficulties associated with external recruitment at senior levels; training costs; retention incentives; inter-service recruitment; lateral transfers; and exchange programs between forces.

With respect to demographics, participants noted that the large number of retiring members is leading to a younger, less experienced force. This led to a discussion on hiring experienced officers from other services, which raised issues with respect to: training costs as an investment in our workforce; retention of highly skilled and experienced members; and resistance from members when hiring from outside the organization for senior positions. Participants discussed

retention incentives such as service pay to reward longevity, "rank jumping" to recognize education and training, and commitment agreements to allow a police service to recuperate training costs. It was suggested that a chief's performance review should tie in succession planning, thus enabling a board to monitor implementation of the plan within the performance agreement.

From this discussion, participants suggested "Demographic Implications" and "Leveraging Technology to Reduce Hiring Needs" as future conference topics.

Intelligence Based Policing - Is intelligence-based policing really possible since new technological initiatives are generated outside, rather than inside, the police community? Participants were concerned that new software will be in the public domain and used by criminals before police agencies know about it; they suggested provincial and national leadership is needed in this area. Post 9/11, it has become clear that police need to be more involved in intelligence activity, however because of cutbacks and reductions in police staffing, services do not have the resources to do this. Participants suggested the CPA, CACP and CAPB (jointly) lobby for federal funding allocated to intelligence.

Participants discussed joint service operations and suggested partnerships with the private sector are also needed. It was suggested that boards and services must be willing to do things differently. Participants were encouraged to use the CAPB website to share information on best practices.

As a result of this discussion, participants suggested "Cost Effectiveness for Police Services and "Best Practices" as future conference topics and proposed that a day be added to the next joint meeting for the aforementioned lobbying effort.

Other issues raised: measurable items in police performance management; board role in chief's performance management; roles of boards and chiefs; shared resources such as helicopters; and mutual aid agreements.

Next: [An Ethical Framework for Police Executives](#)

## *An Ethical Framework for Police Executives*

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This workshop was presented by Paul Tinsley/Ed.D., Deputy Chief Constable of the Abbotsford Police Service and Chair of the Canadian Association of Chiefs of Police Ethics Subcommittee. Because the moral legitimacy of the police depends upon the consent of the public it serves, it is incumbent upon all police executives to safeguard the public trust by acting ethically and to foster a professional ethical environment that enables police personnel to act in a manner consistent with Canadian democratic values. The workshop addressed four questions: (1) Is Policing Ready to Commit to Professional Ethics? (2) What Does the CACP Ethical Framework Look Like? (3) What if My Agency Already Has a Values Statement? (4) Where Do We Go From Here?

Deputy Chief Constable Tinsley introduced the "Ethical Framework" adopted by the CACP in 2001, which provides a code of ethics model for all police executives in Canada. The Framework identifies executive responsibilities and ethical values that are based upon the ethical foundation of justice, rule of law, moral code, human dignity and democratic principles. The Framework promotes the ethical values of caring, courage, equity, integrity, openness, respect, transparency and trustworthiness. DCC Tinsley outlined the executive responsibilities of the CACP members to the public, their personnel, their professional partners and themselves personally. Executive

decisions ought to be made in accordance with the Framework. The following are issues for consideration and guidance in the decision-making process:

1. Consistency with the law, police policy and regulations
2. Consistency with the CACP Ethical Framework
3. Identification of those potentially affected by the decision
4. Probable consequences of the decision
5. Potential for good over harmful outcomes from the decision
6. Potential for a conflict of interest or the perception of personal gain
7. Ability to justify the decision in terms of public trust.

DCC Tinsley spoke about the impact of a lack of ethics and how an organization can be tainted and public trust eroded. His view is that police in Canada cannot afford to be complacent about ethics, but rather, they must be proactive. A Police Act defines minimum police behaviour or code of conduct, but not professional ethics. Workshop participants supported the value in the CACP Ethical Framework. Other issues raised and discussed by the participants included: who should executives be ethically accountable to; ethics around police fund-raising events and corporate sponsorships, and the role of board governors; whether the RCMP had an ethical framework considering they police much of the country; how to deal with resistance from executives and police associations; how those forces with cultural differences and regional differences find application of the Framework; the need for the CAPB to have its own ethical framework; the need for ethical based training for police members; whether the ethical standard expected for police officers both on and off duty is unique to the police profession and of a higher standard than for those in the legal or accounting professions. Overall, participants felt that there was a role for the CAPB in promoting police ethics within the national association, as well as a leadership role for board governors in adopting an ethical framework within their own police services.

The participants expressed interest in receiving information from the CACP sessions on ethics held at the subsequent CACP conference. Participants emphasized that an ethical framework needed to be jointly supported and advanced by all three national associations representing police executives, police governors and police officers. A resolution to the CAPB was initiated as a result of the workshop.

Special thanks to Beth Nielsen, Executive Assistant, Vancouver Police Board, for reporting on this workshop

## *Succession Planning*

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Chief of Police Terry Coleman of the Moose Jaw Police Force led the Succession Planning workshop. Chief Coleman began the workshop by discussing the differences between "Succession Management" and "Succession Planning". Succession planning is job based; it identifies successors without developing them, whereas succession management is people based - it develops employees with leadership potential, thereby creating a leadership team.

Chief Coleman explained that the police environment has traditionally had a closed personnel system, which requires individuals to work their way up through the ranks to a senior or management position. This environment makes it vital that the right people enter the organization at the bottom level, so that qualified individuals will be available at the senior level. Chief Coleman suggested that hiring externally through lateral entry promotes a change of direction and brings new ideas into an organization.

Chief Coleman advised that a 2001 survey of 48 Canadian police forces showed that in 56% of cases, the position of Human Resources Manager/Director was filled through the promotion of a uniform officer. The survey further showed that 77% of these officers had "no credentials" or training in the human resources field. The survey also revealed that 44% of the police forces surveyed used a personnel officer from their city or municipality. Based on these findings, it appears obvious why many organizations do not have a succession management plan in place.

The current trend in both police organizations and private industry is to cut back on "middle-management". This is a short-term budget fix, however it limits developmental opportunities and the organization loses its pool of candidates.

Chief Coleman stated, community policing has evolved into contemporary policing, the fundamentals of which include a customer/client focus, decentralization of authority and decision-making, teamwork, consultation and collaboration with the community, quality customer/client service, and last but not least, continuous evaluation which results in constant improvement and change. It is essential that competencies are established, which in turn will ensure that the purposes and objectives of the organization are fulfilled.

Behavioural competencies are a basis for recruiting, selection and placement, hiring, development, assessment, compensation and mobility. Competencies are non-discriminatory, as they are based on behavioural traits for each position. A group of competencies may be similar for more than one job, but the level required becomes more demanding as the position's responsibility/accountability increases.

Chief Coleman said that the Executive Succession Management process can be broken down into the following steps:

1. Design: Establishing competencies and competency-based models
2. Identifying Potential: Nomination of high-potential individuals for inclusion in a pool. Assessment of individuals to identify strengths and skill gaps.
3. Development of Potential: Establishing a joint employer/employee development program for employees in the pool. Includes formal education/training, on-the-job training, job rotation, special assignments, structured mentoring by senior executives, co-managing with a retiring executive.
4. Placement of Potential: Selection and placement of people into jobs based on their job performance, their experience, and assessment of their potential to do a specific job.
5. Retention of Potential: Employee development creates loyalty, motivation, satisfaction and retention.

Chief Coleman summarized that the role of the Board in succession management is knowing the direction the force should be taking, ensuring there is a value-based organizational strategy in place and that all subsequent strategies are congruent, having a human resource management strategy and the necessary expertise in place in the human resource function. In addition to an appropriate compensation/reward system, the Board also must work with their police associations to encourage lateral entry. There is no quick fix, and succession management is a long term commitment to cooperate and collaborate with police associations and police executives.

Participants then broke out into small groups to discuss a model for the development of competencies in the succession pool, how to retain potential and how to remove barriers to a Competency-Based Human Resource Strategy, and their findings were discussed at the conclusion of the session.

Special thanks to Shelley Porteous, Executive Assistant, Peel Regional Police Services Board, for reporting on this workshop.

Next: [Recruitment and Retention Strategies](#)

## *Recruitment and Retention Strategies*

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Mr. Dale Kinnear, Director of Labour Services, Canadian Police Association and Co-Chair, Steering Committee, Human Resources Analysis of Public Policing in Canada led this session on recruitment and retention strategies. Mr. Kinnear's presentation was based partly on the findings and recommendations contained in the "Strategic Human Resources Analysis of Public Policing in Canada" Study released by Human Resources Development Canada (HRDC). Mr. Kinnear indicated that some of his comments would be from an Association's perspective.

Mr. Kinnear noted that currently the market for new recruits is very competitive. The HRDC study reports that in the next five (5) years nearly one in four police officers will be eligible to retire. This includes 60% of senior officers and 43% of non-commissioned officers. These retirements are a result of the hiring blitzes that occurred in the 1960s. He noted this will also result in a knowledge drain of police specialists. While the Study projects changes expected in the next five years, Mr. Kinnear suggested that police services should consider more long-term impacts and develop strategies for the next 15 years.

Since the marketplace is so competitive, Mr. Kinnear suggested that a pro-active recruitment program be developed, but that hiring standards not be lowered. In developing the recruitment program, it is important that boards understand what they have to offer. He noted compensation doesn't always relate strictly to wages. Other concerns such as the working environment, shift schedules, equipment, and training are also important considerations.

Mr. Kinnear provided a list of do's and don'ts to consider when determining "What kind of employer are you?". The Do's include:

- Keep dispute resolution at the lowest possible level. Avoiding formal grievances can save both time and money.
- Recognize and respect the role of the Association and their rights. This requires mutual respect for each other's roles and responsibilities.
- Consult the Association on issues. This allows the Association and members to feel part of the decision-making process and that they have been provided an opportunity to offer input.
- Be even-handed and consistent in all policies, assignments, discipline and supervision.
- Support the members where and when you can. Don't let the public and media unduly criticize the service. This will build loyalty.

The Don'ts include:

- Don't be cheap - People will look elsewhere and you may lose good people. Again he stressed that it is not only money, it could include working conditions, equipment and training.
- Don't be hard to find - be available and visible.

Mr. Kinnear provided some suggestions on how to keep the employees happy once they have been recruited:

- Provide competitive wages and a fair benefits package.
- Be a learning organization - provide training opportunities and challenges.
- Communicate with the employees - tell them what you are doing.
- Co-operate - meet them half-way and lead by example.
- Be concerned about employees' health and safety.

In addition to the suggestions on keeping employees happy, Mr. Kinnear outlined a number of retention strategies that could be implemented, such as conducting exit interviews to see if a recurring theme may be identified. He stated officers don't always leave the profession - they may go to other services, so it is important to find out why they are leaving. He also suggested that boards be kept informed and up-to-date on emerging issues. If a board becomes complacent, your service may become a recruiting pool for others.

In addition to the retention strategies, a number of recruitment initiatives were outlined. They include:

- Develop a marketing strategy - include information on your website outlining your service's history and why someone should join.
- Project a good image of your organization.
- Use available tools to assist in your recruitment, such as the Constable Selection Process in Ontario, and encourage existing officers to identify potential new recruits.
- Be selective - don't lower your standards;
- Strive to be a preferred employer.

Following Mr. Kinnear's presentation, the participants worked in small groups to identify their own recruitment and retention strategies. Some of the suggestions identified were:

- Need to convey that policing is still an honourable profession.
- Need to recruit the right person for the working environment in your community.
- Implementation of a cadet program to expose young people to policing.
- Standardization of qualifications in all Services.
- Secondments or exchange programs to provide exposure to different issues.

In closing, Mr. Kinnear noted that the next phase of the HRDC Study is to develop a Sector Council to make the recommendations of the Study a reality. He stressed there is a need for a national campaign to attract people to policing.

Copies of the HRDC study are available at the following web sites: [www.cpa-acp.ca](http://www.cpa-acp.ca), [www.cacp.ca](http://www.cacp.ca) or [www.hrdc.gc.ca/sector](http://www.hrdc.gc.ca/sector). Another resource that may be of interest to Board members is a publication entitled "Police Powers II" by Mr. Paul McKenna, published by Prentice Hall.

Mr. Kinnear concluded by stating that he hoped the session raised some good issues for consideration and asked participants to turn their mind to strategies for their own communities.

Special thanks to Dorothy McDonald, Executive Director, Halton Regional Police Services Board, for reporting on this workshop.

Next: [The Debate on Illegal Drugs](#)

## *The Debate on Illegal Drugs*

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This workshop was designed to provide CAPB members with an opportunity to gain information, exchange viewpoints and formulate their own opinions on the question of illegal drugs in this country, prior to consideration of the joint CACP/CPA position during the Annual General Meeting. The workshop was led by the following individuals:

- Deputy Chief Mike Boyd, Toronto Police Service and Chair, Canadian Association of Chiefs of Police Drug Abuse Committee
- David Griffin, Executive Officer, Canadian Police Association
- Michel Perron, Chief Executive Officer, Canadian Centre on Substance Abuse
- Donald MacPherson, Drug Policy Co-ordinator, City of Vancouver.



(l to r) Mr. Donald MacPherson, Mr. David Griffin, D/C Mike Boyd, Mr. Michel Perron

The Canadian Association of Chiefs of Police (CACP) and the Canadian Police Association (CPA) jointly developed a response to the national debate on whether illegal drugs such as marijuana should be decriminalized or legalized. A copy of their position, including a resolution to be considered by the CAPB at its Annual General Meeting, was distributed to participants. Representatives from both associations presented their joint position. Mr. Perron of the Canadian Centre on Substance Abuse and Mr. MacPherson of the City of Vancouver offered their expertise to round out the discussion.

Mr. Perron began the session by providing an overview of the mandate of the Canadian Centre on Substance Abuse (CCSA), which he described as Canada's leading national non-governmental organization on addictions. He stated the CCSA provides policy and decision makers with credible, objective and scientifically based advice on issues related to substance abuse. Mr. Perron indicated the field of substance abuse is fraught with ideological and philosophical extremes, due in part to the recent media attention and public debate on drug laws in Canada. The role of the CSSA is to navigate through all the information, and provide thorough research to determine the best course of action for a particular drug related issue.

Mr. Perron noted that Canada has not completed a national drug survey since 1994 and that Canada is the only G8 country without a national drug strategy. However, there are some

provinces, including Ontario, that have been conducting regular school-based drug use surveys for youths in grades seven to thirteen. Highlights from that survey include:

- 66% used alcohol in the past year (up from 60% the previous year);
- 28% drank heavily within the past year;
- 14% have used hallucinogens;
- 5% have used ecstasy (up from .6% the previous year); and
- 1/3 of students have reported exposure to the selling of drugs in their neighbourhoods within the past year.

Mr. Perron stated these numbers show the reality that drug use is and will likely always be here. He indicated the challenge is managing the risks associated with the behaviour. Participants were asked to think about what can be reasonably achieved, and what are the goals.

The estimated cost of substance abuse and its impact on the Canadian economy was conservatively estimated in 1992 at \$18.45 billion, comprised of \$7.5 billion for alcohol, \$1.4 billion for illicit drugs and \$8.9 billion for tobacco. It was noted that the two legal drugs were in fact the most costly to our society. The impact on health care was also identified as a concern as substance abuse was responsible for one in five deaths and almost 10% of all hospital admissions in 1995/1996. Further, in a recent study led by the CCSA it was estimated that 40% - 50% of crime was attributable to alcohol and illicit drugs.

Mr. Perron said the discussion should not focus on "decriminalization" but rather on determining what "harm" we are trying to redress. Is it an economic harm such as productivity, stress on the healthcare system, or overloaded dockets in the courts? It could also be a social harm, such as the stigma of having a police record, or freeing up police resources to focus on more important crimes. Another important factor to consider is which "harm" takes precedence? How do we balance one against the other, and what information do we need to make the right choice?

Delegates were asked, "where does a decriminalization policy (specific to cannabis and personal possession) fit within our overarching drug policy framework?"

In closing, Mr. Perron advised that the CCRA strongly supports the need to develop a solid, integrated and co-ordinated approach to dealing with drug use in Canada. Referencing the joint CACP/CPA position, he stated police views are now contained in a single, common framework that will positively contribute to addressing the harm caused by drugs.

Deputy Chief Boyd and David Griffin reviewed the CACP/CPA resolution to be considered by the CAPB membership at its AGM, and explained the rationale behind their position. They believe there is a real need for the Federal Government to champion efforts on our drug problem in Canada. The two associations believe the police community is able to offer a wide perspective on drug problems and the drug continuum in the country, because police see the negative effects of drugs on a daily basis through their work.

Deputy Chief Boyd advised that the marihuana being produced today in this country is up to 500% higher in THC than the marihuana that most parents remember from the late 1960's or early 1970's. Given the potency of marihuana today and the research about its harmful health effects, the CACP and CPA would not support or endorse the legalization of marihuana or any other currently illicit substances. Considering concerns about the impact of drugs such as marihuana on education of young people and its use during school hours, he questioned how the government could take such a firm position on cigarette smoking, and still consider legalizing a drug like marihuana.



He advised that studies indicate it is more prevalent for young people to "toke and drive" than it is for them to drink and drive. The CACP and CPA feel an unintended message would be sent if any drug was decriminalized, including marihuana, as it would suggest that marihuana is not harmful. There are some recent surveys in the United States that support this belief.

The CACP and CPA advocate a balanced approach intended to reduce the adverse effects associated with drug use. To effectively address this problem, it must be dealt with through the supply and demand of illicit drugs.

The CACP and CPA believe existing laws have been successful in limiting the harm that otherwise would have been caused by illicit drug use. However, youth and parents are confused about whether or not some drugs like marihuana are harmful. The police community needs to be able to share with society the scope of the harm they see from illicit drugs, including marihuana, and step-up efforts on prevention including public awareness and education.

The CACP and CPA believe an integrated approach is the most effective way to deal with the problem. The integrated approach would encompass prevention, law enforcement, rehabilitation (including treatment), and research.

Police have known for years that the illicit drug trade is linked to criminal activity, including terrorism, as some terrorist activities are directly funded by illicit drug trade profits. The illicit drug trade is responsible for increases in the level of violence in communities, as well as crime and victimization. Police require the necessary tools to combat the illegal drug trade and to deal with organized crime and terrorism.

Deputy Chief Boyd spoke about the need to explore and expand on the provision for alternative justice measures built into the Controlled Drugs and Substances Act. Options are chosen based upon the circumstances of the individual and the offence. It would give police the opportunity to look at youth by age, number and type of offences, and to streamline an appropriate system of redress. This action would not require legislative change and allows for an appropriate consequence.

The CACP and CPA believe the greatest gains in reducing harm will come from a National Drug Strategy that is centered on prevention. The government needs to set up a program similar to the anti-smoking campaign.

Both the CACP and CPA are strongly committed to working together as partners for a safer and healthier community. It is also recognized that police agencies are committed to community policing, to problem solving and working in partnership with other groups such as social government agencies, politicians at the federal, provincial and municipal levels, and media outlets to influence communications.

In summary, the CACP and CPA recognize the need to establish a pro-active framework to reduce harm and recommend solutions. The lack of national leadership causes confusion for both youth and parents, which hinders prevention efforts. With the support of police services boards, the CACP and CPA can stand united, moving forward to advocate positive and effective policy changes to address the illegal drug problem.

Mr. Donald MacPherson, Drug Policy Co-ordinator, City of Vancouver, provided information on the drug related problems in Vancouver. He encouraged all levels of government, non-governmental agencies, law enforcement agencies, the criminal justice system, and health care professionals to collaborate to develop and implement a co-ordinated, comprehensive framework for action to address the problem of substance misuse. He referred to a document entitled "A Framework for Action: A Four-Pillar Approach to Drug Problems in Vancouver" which balances

public order and public health. It is based on four pillars: prevention, treatment, enforcement and harm reduction.

Mr. MacPherson advised that substance misuse and drug-related crime has increasingly affected the health and well being of communities and individuals throughout the Vancouver Lower Mainland, particularly the Downtown Eastside. There has been significant consultation and work done to develop strategies to address the urgent and complex social, economic, and health and safety issues being experienced in the Vancouver area. A comprehensive consultation process resulted in Vancouver's adoption of "A Framework for Action: A Four-Pillar Approach to Drug Problems" in 2001. He indicated that momentum is now building with advancement of the four-pillar approach as well as the larger Vancouver Agreement initiative with the Provincial and Federal Governments.

Following the workshop leaders' presentations, participants engaged in a heated discussion and took the opportunity to debate points of concern prior to voting on the CACP/CPA resolution. The resolution was subsequently approved with minor amendments, and is included in this report on page 7 (Resolution 02-12: Request for a Canadian Drug Strategy).

Special thanks to Deb Morton, Board Administrator, Niagara Regional Police Services Board, for reporting on this workshop.

Next: [Photos and Thanks](#)

## *Photos and Thanks*

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The winning team of this year's CAPB golf tournament, (l to r), Dave Ruptash (Edmonton), Don Heasman (Calgary), Pat Warren (Kawartha Lakes), Dave Petryna (Greater Sudbury)



Winner of the putting contest, Bob Boychyn (Durham)



This year's Host Reception / Dinner was held aboard the Sea Prince II, an Ottawa Riverboat cruise. Delegates and their guests enjoyed dinner and sightseeing along the Ottawa River while being entertained by Ottawa's singing constable, Dominic D'Arcy.





Ottawa Police Service volunteers, (l to r) Maria Fortunato, Janet Riddell, Nancy Burrows

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The CAPB extends very special thanks to the team of volunteers from the Ottawa Police Service for organizing the 2002 Golf Tournament & tour of police facilities, and for providing general assistance before and during the Conference. Their efforts helped make the 13th Annual Meeting and Conference a huge success!

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