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2012

CONFERENCE REPORT



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## TABLE OF CONTENTS

---

Official Opening, Colour Guard, Call to Order, and Royal Salute .....	2
Opening Plenary: The Importance of Policing in Canada .....	8
Continuation of Opening Plenary .....	13
Presentation of Speakers' Consensus from Opening Plenary .....	14
Lunch Speaker: Judge Adrian Brooks of the Victoria Integrated Court.....	15
Plenary 2: ISIS 2012- Full Circle Community Safety.....	18
Plenary 3: VICOT & ACT Teams .....	22
Plenary 4: Public Safety Canada Annual Update .....	25
Plenary 5: Policing Large Events: The Vancouver Experience .....	28
Plenary 6: Technology/Challenging Times/Policing in a Digital World: Using Technology to Tell Your Story .....	34
Workshop 1: Trauma Dog in Victim Service .....	37
Victim Services Innovation – A K-9 Approach to Supporting Victims .....	37
Workshop 2: Risk Management in a Changing World.....	43
Lunch Speaker: Mr. Richard Rosenthal, Independent Investigations Office.....	55
Workshop 3: New Generations: Three Alternative Approaches For Youth .....	56
Workshop 4: Crime Free Multi-Housing.....	58
Workshop 5: “Enduring the Pace: Taking Care of the Troops and Ourselves.” .....	67

## *Official Opening, Colour Guard, Call to Order, and Royal Salute*

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### Speakers

Derek Mombourquette  
Master of Ceremonies  
Chair  
Cape Breton Regional Municipality  
of Police Commissioners

Maryann Thomas  
Elder  
SXIMELEŁ (Esquimalt) Nation

Andy Thomas  
Chief  
SXIMELEŁ (Esquimalt) Nation

Heather McLeod  
Singer

Vernon White  
Senator (Conservative)  
Former Police Chief  
Ottawa Police Service

Ida Chung  
Member of Legislative Assembly  
Oak Bay-Gordon Head  
Minister of Community, Sport  
and Cultural Development

Randall Garrison  
Member of Parliament  
for Esquimalt-Juan de Fuca

Barbara Desjardins  
Mayor  
Township of Esquimalt

Jamie Graham  
Chief Constable  
Victoria Police Department

Barry Vrbanovic  
Past President  
Federation of Canadian Municipalities

Tom Stamatakis  
President  
Canadian Police Association (CPA)

Carol Allison-Burra  
Kingston Police Services Board  
President of Canadian Association of Police Boards  
(CAPB)

Flight Major Jamie Troy  
Piper

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**Derek Mombourquette** welcomed delegates to the 23<sup>rd</sup> conference of the Canadian Association of Police Boards. He acknowledged the conference was being held on traditional land shared by the Esquimalt and Songhese nations. He then introduced Maryann Thomas, an elder of the SXIMELEŁ (Esquimalt) Nation and wife of Chief Andy Thomas.

**Maryann Thomas** welcomed delegates and sang the opening prayer in the Lekwungen dialect, which she translated for the delegates.



**Chief Andy Thomas**, territorial chief of the SXIMELEL (Esquimalt) Nation, welcomed delegates and other chiefs to the traditional territories of the Esquimalt and Songhese nations. Chief Thomas recalled that his great-grandfather lived in a village where the present day legislature buildings are located, noting that his ancestors had signed a treaty with the settlers so that Fort Victoria could be built. From that moment on, said Chief Thomas, the Esquimalt nation has been “carving out our relationship” and looking for ways “we can work together.” He spoke of his hope that the First Nations will sit on police boards across the land to “help guide and heal our

communities.” He said the issues First Nation Peoples face don’t get spoken about at board meetings but rather in police stations. “There is a need for us to have a voice in how business is conducted on the reserves.” Chief Thomas reiterated the importance of building a relationship, stepping out of the box and learning to trust one another. He expressed his hope that there was a place on the agenda for all “Indian nations [to be] brought to and spoken at this conference...there’s a lot of hurt out there.” Chief Thomas remarked, “It will take all of us working together...to get out of the situation we’re in.” He ended with good wishes for the delegates in their deliberations, he wished them success, and hoped they would take the time to “enjoy the weather.”

**The Sheung Wong Kung Fu Club of Victoria** performed the Lion Dance.

**Heather McLeod** sang the National anthem.

**Senator Vern White** welcomed delegates and distinguished speakers. He brought formal greetings from Prime Minister Stephen Harper who said that the lessons developed here would help civilian oversight and law enforcement practices among others. The Prime Minister extended his best wishes to the CAPB. Senator White also brought greeting from Vic Toews, the Minister for Public Safety who congratulated the CAPB for building public confidence. Citing Minister Toews, White noted the challenges of young people who are brought before the justice system and the issue of sexual exploitation, among others, which are facing them. He remarked that the CAPB has the best opportunity to influence police practice through governance while also influencing public policy in a time where the cost of policing is rising. He observed that because CAPB leaders “understand what oversight is,” they have the “opportunity to develop right practices.”



**Randall Garrison** brought greeting from New Democrat Party National Leader, Mr. Tom Mulcair. Garrison stated that while the NDP had differences with the Federal Government on issues of public safety that confuse justice with retribution, all the parties in the House of Commons are unanimous in their commitment to keep communities safe, particularly at the local policing level and street enforcement. Garrison emphasized the NDP’s commitment to work together with CAPB members to ensure that legislation is in place to provide civilian oversight while also attending to the economics of policing by extending funding so that resources are available to frontline policing. Garrison said he

looked forward to learning more about policing, discovering best practices, and building a strong relationship between the House of Commons and policing. He wished the delegates good luck in their work at the conference.



**Minister Ida Chung** brought greetings on behalf of the Minister of Justice and Attorney General, Shirley Bond, who sent her regrets that she could not be in attendance. Minister Chung acknowledged that the conference was being held on the traditional land of the Coast Salish People. She thanked Chief Thomas and the CAPB for the opportunity to address the association. Minister Chung noted British Columbia's "unique system of municipal policing" that includes 12 municipal police forces, of which 4 are in the Capital Region, including 2 local forces, Oak Bay and Saanich. Minister Chung welcomed the local mayors, police officers, and constables. She praised the high caliber people who serve on police boards across the country. Chung cited Minister Bond who noted that while

British Columbia continues to see a decline in the crime rate, the nature of crime has changed, which means that investigations are more complex. Minister Bond emphasized the importance of coordinating police intelligence across borders. Cognizant that "the public expects to be informed by all levels of government," she noted that municipal police boards provide accountability at the community level by setting "goals, priorities, and objectives for police departments." Minister Bond recognized the difficulty inherent in containing policing costs while meeting competing needs. She reminded delegates that British Columbia is engaged in a justice reform initiative and the development of a strategic plan for policing to ensure sustainability. Finally, on behalf of Minister Bond, Ms. Chung thanked those present "for the work you do."

**Barbara Desjardins** welcomed everyone on behalf of the Township of Esquimalt and the City of Victoria. She remarked the theme "Policing in Challenging Times" reaches out to all. Desjardins observed that today, police are being challenged by social media and economics. She was convinced that police boards had an opportunity to enhance policing at the conference through members networking, and sharing their ideas and solutions. The Mayor thanked conference organizers, Jennifer Lanzon, Carollyne Payer, and Lindalee Brougham for their work on behalf of the CAPB.

**Jamie Graham**, Chief Constable Victoria Police Department, extended a warm welcome and greetings from the BC Association of Police. He proudly asserted that "Victoria has the best police board in Canada" and that "clearly [Victoria] is the best city in Canada." Chief Constable Graham acknowledged the historical contribution of the First Nations People and Chinese immigrants in building Victoria. He cited the work of various police agencies' financial scrutiny for oversight. He noted that Victoria's police officers are equipped, but that they come with a cost as does integrating the police departments of the 13 different municipalities in Greater Victoria. He reminded delegates that legal rules have changed and so now "crime cases are staggering." Chief Graham applauded VicPD's innovations citing the work Victoria Integrated Outreach team who work in the downtown core with mentally ill and homeless citizens. He pointed out VicPD's innovative youth programs, especially praising the "crime-free multi-housing policy" and its housing integration project, which provides housing for those who are difficult to house.

**Barry Vrbanovic** brought greetings from Karen Leibovici, President of Federation of Canadian Municipalities (FCM). Ms. Leibovici sent her regrets that she was unable to attend the CAPB conference. Mr. Vrbanovic thanked Mayor Desjardains and other elected leaders for their welcome, participation, and support. He spoke of the importance of leadership and oversight, stressing the role of municipal police boards in shaping community safety and policing. Mr. Vrbanovic noted that the FMC represents 90% of Canada's population spread throughout 2000 municipalities across the country. Like the speakers before him, Mr. Vrbanovic noted the rising cost of community safety: "Municipalities pay 60% of policing." The FMC works with police boards and police to address the "economics of policing" which involves all levels of government. He encouraged "all police boards, chiefs of police, police officers, and municipalities to explore new systems to make policing better."

**Tom Stamatakis** welcomed delegates to Victoria. He relayed greetings from all BC Police Organizations. He thanked everyone for attending the CAPB conference.

**Carol Allison-Burra** expressed her appreciation to the City of Victoria for playing host to the 23<sup>rd</sup> annual meeting of the CAPB. Ms. Allison-Burra gave a hearty welcome to all delegates. She thanked conference organizers and volunteers for producing an "exciting program." She went on to affirm the importance of the economics and sustainability of policing in "creating safe and also healthy communities." Ms. Allison-Burra said that policing in challenging times reflects the reality of policing. We're "on the verge of imagining the future...political pressure and public expectations have created a perfect storm that we must either seek to navigate or be tossed around by." She insisted, "Good governance and oversight must be proactive to meet the needs of communities." Ms. Allison-Burra exhorted all delegates to engage with one another, "Don't be passive. Participate!"



## ***Opening Plenary: The Importance of Policing in Canada***

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### **Moderator**

Carol Allison-Burra  
Kingston Police Services Board  
President of Canadian Association  
of Police Boards (CAPB)

Michael Kempa  
Associate Professor  
Member of the Faculty of Graduate and  
Postdoctoral Studies  
University of Ottawa

### **Speakers**

Tullio Caputo  
Associate Professor  
Department of Sociology and  
Anthropology  
Carleton University

Fred Brio  
Executive Director  
Peel Police Service Board

Cal Corely  
Assistant Commissioner  
Director General, Canadian Police College  
Senior RCMP Envoy to Mexico and the Americas

Barry Vrbanovic  
Past President  
Federation of Canadian Municipalities

Tom Stamatakis  
President  
Canadian Police Association (CPA)

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**Carol Allison-Burra** welcomed the speakers of the opening plenary session and introduced each one individually to the delegates.

**Tullio Caputo** told CAPB delegates that policing in Canada “is the envy of the world,” yet, it is “a crucial time in policing.” Caputo told delegates that their “role is crucial to what happens in this country.” Caputo informed delegates that in this session they would be given the opportunity to pick which of the issues introduced by the various speakers that they wanted to discuss. To that end, he presented a new technology that would allow them to vote on the issues or questions announced by each speaker in turn.

**Cal Corely** spoke on the changing nature of crime and how it has become “borderless.” With the advent of cyberspace, for instance, the types of fraud have changed. “There are new types of crimes, they’re insidious, and cause profound harm.” Corley explained that because of the increasing complexity of crime and the impact of new technologies, the cost of criminal investigations has risen. He remarked that in the 1960s “cops had an inside knowledge, others didn’t.” The situation has changed with the Internet and its delivery of “immediate information.” Corley noted the increasing demand for more diverse police services, but at the same time, an increasing focus on the costs, value for dollars spent, accountability and responsiveness, among others factors, by the public and all levels of government. He warned that the economic downturn “is not the garden variety,” but will be “protracted with both foreseen and unforeseen consequences.” Police boards will need to address it. Given that policing is local, police boards are going to have to “rethink how it [policing] can be delivered in our communities.”



The delegates were presented with three questions and asked to vote for the one they thought was germane to their interests.

**Question 1:** *What can we learn from past experiences (introduction and evolution of community policing changes in how the legal profession was organized) as we look ahead to changes to community safety and law enforcement models?*

**Question 2:** *What, if anything, do police service boards need to do in order to enhance their efficiency in working with others to define the future of policing locally and nationally? What do we do well and what can we improve upon?*

**Question 3:** *To be effective in the emerging policing environment, the senior police leaders will require a new level of competencies. What should boards be doing now to ensure the next generation of top leaders are developed and selected based on future requirements?*

The delegates voted and chose **question 3**. The floor was opened to discussion.

### *Discussion*

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A participant referencing an item on CBC said that the armed forces were looking for a different type of competencies in their new leaders. He asked, “What would new competencies look like in our police chiefs?”

A participant asked, “What are police colleges doing [in training police], or what are the new thoughts in training police?”

Cal Corley responded that police colleges are currently developing a competency framework that will guide the training of Constables through to Police Chiefs.

A participant commented that we are “sitting on a goldmine of talent...we start with the officers we hire and then capitalize on what we’ve hired.”

A participant offered his board’s experience. They choose a new chief every three years. The police chief then establishes new policies.

Tom Stamatakis noted that the VPB are recruiting officers with new competencies.

A participant responded, “Don’t sell yourself short. Give credit to current Police Chiefs.”

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**Michael Kempa** offered the next set of questions for delegates to choose from and deliberate upon.

**Question 1:** *Is the future of effective policing reform likely to be found in technological innovation? Which technology is a priority? Which are priority technologies?*

**Question2:** *What are the most important directions for the effective democratic governance of policing across Canada, an increasingly diverse society?*

**Question3:** *What do police offers want to do, and what are they good at doing; e.g., what is the policing profession?*

The delegates chose **question 2**.

### *Discussion*

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A participant made a comment about governance and the challenges facing police boards in his province. He noted that the *Police Act* has changed in Ontario. There are issues such as the independence police have and the costs and strategies employed differ between Northern and Southern Ontario He said that 50 cents of each municipal tax dollar goes to policing, but there is no accountability. He asked how police boards could influence the evolution of future legislation as to reform legislation and policy.

Professor Kempa replied that while the future is uncertain and therefore we can't say in advance what strategy to devise, boards can look at which strategies work on the ground—there is hard evidence that can inform legislation and drive change.

A participant asked how much more should boards be involved in the process?

Professor Kempa responded that since there is consensus on security issues, once there is a challenge to security, get the experts to deal with it. The board's role is to represent the views of the public, including minority groups, and inform police of their concerns.

A participant, informed by his community's experience, warned the audience of the dangers of political control of the police: "Don't let politicians get involved in police." He cited the *Taylor Report* and cited empirically based evidence/results.

Professor Kempa agreed. There is a clear line between accountability and improper interference.

A participant asked delegates to reflect on "who [they] are appointing to boards? She counseled, "Don't be so narrow-minded. Boards have to open up membership."

Carol Allison-Burra suggested, "Boards have to develop competencies in their members. They are under-informed about what is being planned for public gatherings. Often they only know what the police want them to know; i.e., the good news."

A participant mentioned governance in a diverse society. He asked, "Do police provide for the needs of various groups?" He took a moment to applaud Chief Andy Thomas' remarks about the "issues of native populations."

Professor Kempa responded that this is “precisely the type of conversation boards should be having at budget time. Boards can raise that as an issue of concern.”

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**Fred Brio** talked about the cost of policing. He referred to the City of Toronto’s decision not to increase the budget. While the projected cost of policing is 966 million dollars, the budget was held at 933 million. He asked, “How many police do we need to police the City?”

Brio posed the following questions to delegates:

**Question 1:** *What is your community willing to pay for?*

**Question 2:** *What would you cut from your discretionary budget?*

**Question 3:** *What is your top priority?*

Delegates voted on **questions 2 and 3**.

## **Discussion**

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2. What would you cut from your discretionary budget?

1. Corporate Services: **43%**
2. Cadet Program: **22%**
3. Community Policing: **7%**
4. Community Outreach: **12%**
5. Operation Initiatives: **18%**

3. What is your top priority?

1. Corporate Services: **19%**
2. Cadet Program: **4%**
3. Community Policing: **40%**
4. Community Outreach: **17%**
5. Operation Initiatives: **20%**

Brio reminded delegates that item 3 in questions 2 and 3 “are the police who go to your door.” He warned them that if they cut expenditures here, “See what happens a year down the road.” He reminded delegates that “only 28% of calls are crime involved.” Brio asked, “What outcomes measure your budget decisions?” He counseled, “As police boards [you] have to ask and engage the community before you respond to an arbitrary number. Policing is local. When you make a decision it takes 3-5 years to see the consequences.”

A participant remarked, "If you can't think it, you can't do it. If you do only what is comfortable, you can't move forward. You have to learn to think differently."

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**Barry Vrbanovic** posed the following questions:

**Question 1:** *How can governments be investing more wisely in public safety?*

**Question 2:** *With policing and public safety becoming more complex over the past decade, the roles and responsibilities across police jurisdictions have become blurred. Municipalities have been experiencing frustration that the federal government isn't making the same level of contribution to community safety as other orders of government. What do we need from all three orders of government (resources, legislation, authority, leadership)?*

**Question 3:** *What role does government play in changing our public safety systems? Are all orders of government doing their part to ensure police and other players have the tools they need? Should we get out of the way more; make difficult choices around budgets; provide more flexibility to budgets?*

Delegates voted, choosing **question 2** as the most important issue; however, there were no comments made by delegates.

**Tom Stamatakis** posed the following questions:

**Question 1:** *Do you think you are all well informed on policy issues that affect your community?*

**Question 2:** *Do you feel that you have access to evidence based research on major issues in policing?*

**Question 3:** *Do you believe that police boards should be playing a major role in discussions of the economics of policy given that decisions about funding are made by municipal councils/government?*

Delegates voted, choosing **question 3** to discuss.

## **Discussion**

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A participant remarked, "We can't plan effectively unless there is evidence based research." He asked, "Do we have evidence for the optimal size for police services? Is community policing really the most effective use of police resources?"

A participant asked, "Do you have access to evidence based research? We rely on research conducted in Britain and Australia. Their situation is similar but different from ours. We should lobby the federal government for sufficient funds to generate evidence."

One of the panel members commented that evidence based research in Canada is conducted ad hoc. There is no methodology to measure behaviour.

A participant asked, "What jobs can be done by people other than the police given that only 28% of calls are crime related. What about the other 72%?"

A panel member identified this as a "core policing issue." He noted, "People can't define that in the 21<sup>st</sup> century. What do we need fully trained officers to do? Should they attend to crime, social issues, public safety?"

A participant cited public apathy: "People don't know what they want unless they've been hit by a crime."

A panel member responded, "It's never been quantified, there's no metrics of what do the police do 75% of the time. So, [the public wonders] if crime is down, why do we need so many police? It is our responsibility to communicate [to the public] what police officers do."

After the break, the speakers identified the issues and questions they thought ought to be on the agenda:

1. *Why don't we look at the cost of policing in the global context of mental health, education, and healthcare? (Cost)*
2. *How do we develop policies that are congruent with policies and practices at either spectrum; i.e., the Justice System, Social Services, and Mental Health? (Policy)*
3. *Evaluation of Services. What do we do for whom and for how much?*
4. *How does a police board inform themselves so they can comment knowledgeably on operational matters?*
5. *From whom can we gain empirical data to support decisions around community expectations and funding?*

## **Discussion**

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A participant asked, "What have you been most encouraged by? What are the adaptations that would help?"

Cal Corely responded by praising the "outstanding 69,500 police officers and leadership that are committed to public safety." He has seen an evolution in conversation between officers and leaders and the level of respect has grown. He thought it was a whole systems issue and suggested that each constituency elevate its own knowledge and this in turn would contribute to overall knowledge. He

commented that “policing, health, education, social services need to keep the conversation going to improve awareness and inform action, among others.

Professor Caputo advocated a change in how things get done, but change is tough in our risk-adverse society. He noted that people don’t know what the core functions [of policing] are. He reminded delegates to look at how the process has changed from that of the past. He said they need a shared vision and then develop the strategies and processes to make that vision happen. What often is the case is that when something doesn’t happen it is because we haven’t built the structures or processes to make it happen.

Cal Corely noted a shift in models. There are two things that happen: experimentation and policy and legislation (but policy is the last thing that changes.)

A participant cited 2 attempts in his community at public consultation on strategic issues and speeding on the streets.

Professor Kempa commented that there are various examples of integrated police and social services models. People are keeping track of successes and failures and where governments help and frustrate matters. He stressed the importance of public participation in civic governance noting that active boards elicit public participation. He suggested having meetings on issues that are important to people in the community such as racial profiling.

Barry Vrbanovic praised public engagement but cautioned delegates, “Don’t box yourself in the traditional way like the way we talk in public meetings. We need some purpose behind the meeting [such as] informing the public on policy initiatives. “We should use social media like Facebook and Twitter because people respond to these.”

Professor Kempa concurred but added that boards should “start with a position on an issue first and then get public feedback.”

Fred Brio admonished delegates, “The face of the police in the community is the Chief not the board.” He gave an example where a board had spent \$5000.00 on a meeting and only one person showed up, but on another occasion 350 people attended a meeting that had been initiated by the Chief of Police.

Tom Stamatakis advocated taking a “holistic approach.” He said you “need a police agency and public order.” You need to “invest in your police force.” He noted “training is more sophisticated; for example, crisis intervention.” He asked, “If we don’t do it, who will, and how much would that cost?”

Professor Kempa said the board “should be essentially invisible in that its role is to represent public consensus.”

A participant observed that 71 different languages are spoken in Canada and so it is hard to “capture the public we’re representing.”

Professor Caputo advocated “authentic collaboration,” encouraging boards to “work hard, and work together.”

## ***Continuation of Opening Plenary***

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Professor Caputo continued the questions and discussion begun in the morning plenary session:

6. *How do we determine the role of the police in public safety and how do we work with other groups e.g., fire and health? What is our role in the community?*
7. *What are the roles of police boards in relation to the root causes of crime and social disorder? (How clear are you on what roles police boards play in the community?)*
8. *Is there a greater role that can be played by the public and corporate sector funding, discretionary funds, progress such as community policing, etc.?*
9. *What can CAPB do to convince the federal government to help the 50/50 cost sharing salary program past 2014/2015? (The federal government funding of 2500 officers is coming to an end in 2014.)*
10. *How can PSB make effective use of modern risk management policies to better inform themselves on operational matters?*
11. *What are the conversations that are happening at all levels of government regarding intersectional collaboration with “public safety” as the goal?*
12. *Social training of new officers in the specific community that the police police, including differences between educational co-power versus enforcement co-power of policing. This entails training officers to police the specific community they are assigned to, keeping in mind the different needs in that community.*
13. *How can we best integrate all public safety services to provide the best services in the most cost effective manner at the least cost in the future?*
14. *How do we control labour costs in policing?*
15. *What do police professionals see as their current scope of practice?*
16. *In terms of public safety, are our federal colleagues willing to be led by evidence based policing best practices?*
17. *In light of the 2012 Morden Report, how does a board draw a line between providing governance and interfering with operational practices?*



## ***Presentation of Speakers' Consensus from Opening Plenary***

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Professor Caputo offered four themes that represented the consensus of the panel speakers.

**THEME 1:** The notion of taking a “holistic approach” to policing, or “the concept of working together.”

Professor Caputo observed, “We have these programs but the police get “departmentalized”; e.g., as “kiddie cops.” “Officers take a lot of guff.” He told delegates, “You’ve seen the benefits of holistic approaches, but it isn’t easy.”

Cal Corely encouraged a “culture of change.” He stressed the “community has to change.” Corely referred to being stymied in Ontario, giving the example of being told, “You can’t do that because the *Police Act* says...” “We need to fix it.” He also observed, “The RCMP’s governance model is not like ours;” e.g., the CAPB meeting. Today there are “a record number of homicides on appeal. What can police do?”

**THEME 2:** The need for knowledge and the ability to implement ideas in a timely way. (Best practices, innovative ideas, etc.)

A participant wanted “a central place to go” for guidance when something emerged for which there was no previous experience to guide a board’s decision-making. We have to “add to what’s been done.”

**THEME 3:** Acknowledging the next generation of police leadership and the contribution they can make. Strategically providing opportunities for them to be involved in a meaningful way.

Fred Brio suggested we:

- Change our structures to incorporate new bright minds
- Give leadership opportunities for next generation
- Acknowledge generational changes; e.g., what worked for Boomers doesn’t work now

A participant from Prince Albert said that although Police Chief McTeer was retiring, he was “stepping up” to the next level of government as the deputy minister in Saskatchewan. He stressed that other communities incorporate a “succession plan” to prepare the up and coming leadership.

## ***Lunch Speaker: Judge Adrian Brooks of the Victoria Integrated Court***

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### **Moderator**

Alok Mukherjee

### **President**

Toronto Police Services Board

### **Speaker**

Judge Adrian Brooks

Victoria Integrated Court



**Alok Mukherjee** welcomed delegates to the CAPB conference in Victoria. He introduced Judge Adrian Brooks. He noted that Judge Brooks had graduated from Osgood Hall in 1981, was called to the Ontario Bar in 1985 and the BC Bar in 1984. Judge Brooks practiced as a criminal defence lawyer becoming a QC in 2005. Judge Brooks was appointed to the BC Provincial Court on April 1st, 2009 and in 2011 as Administrative Judge for the South Vancouver Island District where he presides over the Victoria Integrated Court. Judge Brooks also teaches Evidence,

Advocacy, and Criminal Procedure at the University of Victoria.

**Judge Brooks** outlined the features and unique operation of the Victoria Integrated Court, specifically the goals germane to the important function of policing, including “to create more effective sentencing through integrated case management planning and intensive community supervision and to decrease the inappropriate use of emergency services.” Judge Brooks referred to the impact of criminal activity and disorder had had in the downtown core, which was related to the activity of individuals who suffered from the effects of unstable housing, substance abuse, and mental illnesses. This particular population, he observed, “places significant demands on the justice system, including police and health and social services.”

Judge Brooks noted that integral to the development and working of the Integrated Court included the Street Crime Working Group and the Mayor’s task force on Homelessness whose analysis lead to the creation the Victoria Community Outreach Team (or VICOT team); a number of Assertive Community Treatment (or ACT) teams; the work of Deputy Chief John Ducker of the Victoria Police Department, and the contributions of Victoria Downtown Business Association.

The court relies on the combined efforts of police, probation officers, health and social services, and business people alike, as a description of a typical day in the operation of the court illustrates:

- Court starts at 9.00 a.m. with members of the ACT and VICOT teams and a member of VPD in attendance.
- A justice of the peace canvases the list to see what cases are going ahead.
- If an offender fails to attend court, then an arrest warrant is issued and communicated to other agencies. The person is arrested and brought to court and a charge is laid. By 10:30 a.m. those persons who did not attend are now present and accounted for because the police have gone to pick them up.
- After 9:00 a.m., the onsite case conference takes place. In attendance are the Crown, Defense, ACTT or VICOT team members (probation officers and health care workers) and a police officer. It is here that the issues of the particular offender are discussed and a plan devised. It is important to note that the offender's permission has been given beforehand, which is why each team member can freely share information.
- An effective plan, crafted for that particular offender, doesn't occur without police input, which is key to understanding the behaviour of the offender and how to approach and change that behaviour.
- At 10:30 the court hears oral reports from the team members and an order that follows the healthcare model is made by the court to meet the specific needs of the individual.
- Attendance of the police to hear the decision is critically important because the information they receive can be relayed to other officers and can guide them when exercising their discretion.

The success of the Victoria Integrated Court is evident. Judge Brooks directed delegates to the provincial court website under *News and Reports*. He cited the statistics on the decreased inappropriate use of emergency and police services.

## *Discussion*

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A participant asked how one measures the success of the program.

Judge Brooks confessed that measurement is difficult. What are the criteria? What is comparable? Can we attribute the statistics on the decreased inappropriate use of emergency and police services to the court processes, or can they be attributed to other things? There is anecdotal information available. A BIA representative, for example, noted, "How much better the downtown core has become."

A participant asked how "creative court orders" are linked to success stories.

Judge Brooks responded that court orders, for example, could require an individual to participate in learning about money management and/or how much money is released to that person on a weekly basis, for example. He cited the individuals who had been helped by ACTT to break their cycle of addiction. We “targeted the integrated services to meet the client’s needs.”

## Plenary 2: ISIS 2012 - Full Circle Community Safety

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### Moderator

Cathy Palmer  
Commissioner  
Edmonton Police Commission

### Speakers

Norman E Taylor  
Principal Consultant-Educator at Net-L3.com  
Program Director, CACP Institute for Strategic International Studies (ISIS)

Inspector Michelle Davey  
Vancouver Police Department

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**Cathy Palmer** welcomed delegates to the CAPB conference in Victoria. She introduced both speakers and briefly outlined their backgrounds. She suggested that the ISIS model is an answer to the question of the future of policing in Canada.

**Norm Taylor** and **Michelle Davey** told delegates to “Leave all your assumptions about community safety and its relationship to policing outside the door of this room. What we’re proposing will change the Canadian approach to community safety. The ISIS model is going to rewrite the concepts about how modern policing fits into community safety.”



The *Full Circle Community Safety: Changing the Conversation About Economics and Performance* defines 10 new dimensions to community safety. These 10 dimensions are broken down into two groups—strategic and reporting—and each dimension has a set of indicators on which performance is measured. Separating the two groups are foundational principles that move the model into action.

The strategic dimensions include:

1. **Risk driven indicators** that focus on reducing victimization and targeting the crime related risks that lead at risk people into conflict with the law rather than as has been the case on incident driven and response focus on both statistics and operations that we tend to see in Canada. Instead, our approaches to intervention and suppression can be directed more effectively by risk factors, both real and perceived, than by responses to incidences and levels of crime reporting such as UCR and Crime Stats, etc. Risk driven indicators include:

- Systems in place for risk-driven interventions including multiple partners
  - Tools to diagnose at risk individuals, families, and communities at risk
2. **Community engagement** moves from self-contained silo approaches to collaborative models that engage the community as a whole in a sustainable long-term strategy that is built on strong equal partner relationships, which results in greater sharing of information and improved community perception of the police. Community engagement indicators include:
- Stakeholders comprised of public, private and non-governmental organizations
  - Strongly established links between community groups
3. **Local needs and priorities** are identified by community partners. They utilize the data collected from regular qualitative surveys conducted by independent groups. Operational procedures are then adjusted relative to successes and failures. Local needs and priorities indicators include:
- Recognize community risk factors
  - Tools and resources applied to develop local solutions
4. **High-level directives and imperatives** are innovative community safety initiatives implemented by various community stakeholders. Field research revealed the most successfully implemented programs and initiatives were those that were supported and often mandated by government authorities. This fosters increased buy-in by all agencies contributing to community safety and by the citizens themselves. High-level directives and imperatives indicators include:
- Community safety is an evident priority in the mandates of multiple ministries and agencies
  - The unique needs of marginalized communities are a whole-of-government priority
5. **Broader shared responsibility** requires multiple agencies to align, take responsibility, and commit to working together. This means the accountability processes for community safety shifts from individual stakeholders to the collaborative umbrella of a shared strategy. Police are only one of many partners and can no longer bear the responsibility of community safety alone. Broader shared responsibility indicators include:
- Active and genuine investment of professional time and talent from multiple disciplines
  - Seamless exchange of information and implementation of solutions

**Foundational principles** that pull the pillars of community safety together include:

- Agencies shared their data
- Trust was established between the agencies
- People had the courage to let things develop
- Innovation was used to develop multi-disciplinary solutions

Without these foundational principles, partnerships would have never been developed and agencies would have continued to work in their separate silos. The following reporting dimensions are designed to measure the performance of this model:

6. **Core Business Measures** focus on the statistical measurement of crime and not on the investment and costs of fighting crime, include:

- Crime severity index
- Calls for service
- Mental health interventions

Core business measures are significant but they are not the whole equation. If we think about community safety as a goal rather than as a means of crime control, we will be able to expand our traditional form of statistical measures which can then be applied to all sectors.

7. **Accountability Processes & Roll-up Reporting** refers to measuring performance outcomes, general productivity, and public satisfaction because they are integral to enhancing and maintaining the public's trust in their policing services. There must be clear mandated reporting and accountability processes, not only within agencies, but laterally across to the various partner groups. Accountability processes & roll-up reporting indicators include:

- Alignment with community safety priorities at all levels
- The existence of processes that motivate under-performers and non-contributing members

8. **Interdependent multi-disciplinary evaluation** enhances both the reliability and validity of community safety programs. The evaluation of outcomes of community safety initiatives by experts from a variety of academic and vocational disciplines often lead to more innovative advances in the program or the discovery of new measures to enhance community safety. Interdependent multi-disciplinary evaluation indicators include:

- Agencies and third-party cooperating in evaluation processes
- The use of a wide variety of evaluation methods

9. **Rich qualitative assessment and analysis** refers to the substantial measures to conduct regular deliberate assessment of community safety primarily from the perspective of the general public. The parameters include: fear of crime and victimization, exposure to crime, and confidence in all aspects of the criminal justice system. Academics and professionals conduct interpretive analysis of which the results assist government decision-making Rich qualitative assessment and analysis indicators include:

- Active and ongoing qualitative survey processes bringing in multiple rich picture perspective to inform all efforts and programs
- Enhanced and meaningful shared dialogue about community safety and social wellness



10. **Community safety outcomes** are the result of community initiatives. In the countries we visited, the most effective initiatives were those that measured the outcomes of their programs such as in Sweden the legislation allows for the urine testing of young people. This positive outcome has resulted in the reduction of substance by youth. This outcome benefits the healthcare system, community and overall quality of life. Community safety outcomes indicators include:

- Reduced fear of crime and increased perception of safety
- Positive economic impacts at local level
- Reduction in school dropout rates

## *Discussion*

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A participant asked, “How do you score it?”

Inspector Davey explained that although the self-scoring method needs further development, a community could score itself in all ten dimensions using a four-point scale. A score of 4, for example, means the community is doing extremely well in a particular dimension, but a score of 0 means poor or fails. The results would then be plotted on a radar chart. The results would show the dimensions that are working well and those that need improvement. The next step for police board members would be to approach other partners in the community to fill in the gaps. The benefit of this model is that the results show how community safety is being measured and how a particular community is doing at the present time.

Inspector Davey cited an example from Vancouver’s District 2 where a female police officer is helping the homeless find secure housing. The results of her efforts are seen in the fewer number of calls to police and the number of police responses. She noted that the countries the ISIS team visited developed strategies to address community safety in response to economic pressures. As a result they found better ways to help keep their communities safe.

## *Plenary 3: VICOT & ACT Teams*

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### **Speakers**

Deputy Chief Constable John Ducker

Acting Inspector Dave Brown

Constable Debbie Justice, VICOT Officer (250) 519-5182

Trudy Chyzowski, MSW(C), BSW, BA, RSW  
Vancouver Island Health Authority  
VICOT Team Leader  
250-519-5182

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VICOT stands for Victoria Integrated Community Outreach Team, and is a success story of collaborating with other agencies to improve community safety and help the at-risk population. It has resulted in a substantial reduction in calls from this client group.

John Ducker outlined the history of the team, starting with the problem with the homeless population which in 2006 represented 20% of the calls the police were dealing with. At that time, it was decided that an emergency shelter should be opened and 1400 shelter nights were made available. It became apparent that 75-80% of the people were addicted and/or mentally ill. Law enforcement alone could not deal adequately with this group. Fortunately, the Ministry of Employment was making funds available at the time and the City was ready with its proposal of VICOT. Funding was provided for four treatment teams, with individual agencies bearing the on-going costs. These are multi-functional teams operating outside the box, targeting clients in non-traditional ways tailored to their needs. Although there were major challenges bringing together different organizational cultures, and the result is not a panacea, it has been a very positive step in the right direction. The objectives are:

### **Objective 1**

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- Develop a multifunctional team that philosophically agrees to positive change responding to and understanding individual needs
- Integrated service delivery to mentally disordered/concurrent disordered individuals in the downtown Victoria area who are not accessing service on a consistent basis
- Enhance protection of the public through the provision of supervision services to mutual clients

## Objective 2

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- Service delivery to individuals by using effective outcome-based practices-work in collaboration with other organizations
- Engage in meaningful community partnerships with the goal of reducing fragmentation of service
- Integrated case management focusing on needs related to:
  - Addictions, physical and mental health
  - Access and retention in mental health services
  - Housing access/retention
  - Access to financial supports
  - Offending and incarceration
  - Barriers to individual issues related to self-worth and lack of belief and hope in the personal power to change

Dave Brown outlined some of the integrative approaches used by VICOT. The Focused Enforcement Team (FET) is a team of 10 bicycle officers, 10 beat officers, 3 Community Resource Officers and 1 VICOT officer. They work together on downtown core and social disorder challenges. They share information and strategies, targeting and assisting people with elevated Emergency Services usage. The downtown attracts a high-risk population with resulting high demand for police services. 50% of the people arrested with mental health issues have substance abuse problems. VICOT is called in to help resolve these interactions, utilizing their contacts for access to detox, integrated court, health services, etc. The goal and result is a reduction in call for services, crime reduction and harm reduction.

Ms. Chyzowski provided the health care perspective of the team. Team members include psychiatrist, nurses, social workers, probation officer, outreach workers, social assistance worker and police officer. They are all housed in one location and can share information about clients. On a daily basis they deal with severe and persistent mental health/substance abuse cases, in crises mode most of the day. They believe that everyone has the ability to change. These people are not used to looking after themselves and need a lot of help, including assistance with food, clothing, shelter, communication with landlords and neighbours. We give them life skills help and assist with finding meaningful work.

The VICOT admission criteria are:

- High frequency of hospital admissions
- Frequent encounters with Emergency Services (Police, Fire and Ambulance)
- Ongoing involvement with Courts and Legal System
- Chronic homelessness due to mental health and addiction barriers

Looking at the data for hospital bed days for 128 clients comparing before and after VICOT/ACT, we see a reduction from 3741 hospital days to 645 days over the period of one year, an 82.8% reduction. That is a saving of \$5.6 million! It underscores many other good things that are happening in these people's lives.

Debbie Justice is the prime police contact on the VICOT team. I know the clients and they know me and I help them find appropriate help, Cst. Justice said. It allows the police officers to go on their way. The clients are flagged in our system and we can direct the team to assist in whatever way they need. I am the liaison with department members, VICOT & ACT teams and outside police agencies. I assist with referrals and attend with client visits. I attend integrated court every Tuesday. The other benefits of having a dedicated officer include effecting Director's Warrants (*Mental Health Act*), immediate response time and the clients' trust in police. There has been a reduction of 573 calls per year as a result of this initiative. Fewer police resources are needed to deal with this clientele and there are fewer police interactions.

Ms. Chyzowski presented the summary of successes due to Integrated Service Delivery which are:

- Efficiency
- Improve information sharing
- Decrease demand of services
- Improve public safety

Cst. Justice shared a newspaper article about a success story—a woman who was once a heroin addict who has become a mother and has turned her life around. It exemplifies the benefits of a team like VICOT, where embedding services in one team reduces the barriers to the help these clients need.

### *Discussion*

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A participant asked if the sharing of information about the clients is covered by legislation. The panel advised that all clients voluntarily participate and sign a consent to share information. There is also a privacy agreement among the agencies.

A participant asked how housing has been addressed. The response was that the team has various agencies under one umbrella and work with low barrier, high tolerance settings. The management of the buildings are tolerant of certain behaviours so that people can get started on their recovery path.

The Chief of Police (Victoria) commented that the officers are willing to step outside of normal police culture and that is why this program works.

## Plenary 4: Public Safety Canada Annual Update

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### Speaker

Shawn Tupper  
Asst. Deputy Minister  
Public Safety Canada

### Panelist

Anita Dagenais, Senior Director  
RCMP Policy Division

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Public Safety Canada (PS) was created in 2003 to ensure coordination across all federal departments and agencies responsible for national security and the safety of Canadians. It delivers a range of programs including Emergency Management, National Security, Crime Prevention, Corrections, Law Enforcement and Policy Development.

Of particular relevance to the CAPB is the involvement of PS in the criminal justice system, including identifying and supporting potential best practices for crime prevention and law enforcement. Public Safety recognizes the need to work together as CAPB confronts many of the same issues.

In the area of **Enforcement**, there are 1300 police officers funded through this program, augmenting policing that already exists. This relates particularly to Aboriginal/First Nations communities. There is a need to establish a better framework for funding in this area.

The **National Crime Prevention Program** provides national leadership on effective and cost-effective ways to prevent and reduce crime by intervening on the risk factors before crime happens. Our approach is to promote the implementation of effective crime prevention practices. New best practices are focusing on youth 12-19, but we recognize the need to focus on even younger groups. Working with youth and families are our new themes.

With regard to **Corrections**, our goal is to safely reintegrate offenders into the community and to make the federal correctional system more effective, efficient and accountable. We want to improve in areas related to:

- how to do a better job of knowing risks with respect to parole issues
- how to manage offenders in the community
- identifying programs that are useful and need our support

Overall, the department needs to start challenging the concepts and tools being used and the way business is conducted. We need to focus on how to be innovative and give good advice to the government. We realize that none of us can do the job on our own. How can we work together to build the best framework? One way is to engage people in the private sector to see if they can support us in some way. For example, a new business, recycling asphalt shingles, was started with minor investment from the government and as a result 40 women coming out of prison are now employed. We have to start considering these kinds of models—government plus private sector—to move forward. Partnering with the private sector to develop pilot projects is a new tool for the government and could be used within the police service world as well.

## *Discussion*

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A participant asked about the status of an oversight board for the RCMP. Ms. Dagenais indicated that the idea has been explored for the past 3 years, but interest has dwindled because there are other reporting systems in place, and it was felt these systems are doing the job. There is a lot re-organizing going on in the force now and that is where the focus is. There is new public complaints regime, and other venues of accountability already exist.

With respect to Crime Prevention Programming, the participant wanted to know about measuring the success of the after-school programs for at-risk youth without destroying the program. Mr. Tupper said it is very difficult, but the partnership we have allows us to help with evaluation without interfering. They don't have a robust data set.

A participant wanted to express how fortunate they are to have integrated First Nations policing in the Vancouver area, and that the partnerships with correctional services and other players has been very successful. Mr. Tupper acknowledged that there are many good partnerships with communities, and that more pilot projects need to be opened.

A participant revisited the topic of RCMP oversight, indicating that 78% of BC is policed by the RCMP and they deserve civilian oversight. Millions of federal dollars are being spent on RCMP and the accountability factors are not addressed, she said. She also said that provinces are not happy with the lack of oversight. Ms. Dagenais said that the accountability structure is top of mind in discussions. Different governance models are being considered, with improvements and more inputs. She also said that her feedback from the communities involved does not indicate dissatisfaction.

A participant wanted to know the Minister's position regarding delivery of mental health services to inmates when they return to the community. Mr. Tupper said the Minister is very interested in this topic, realizing that we are not currently meeting the needs. We need other service agencies to be involved and we are trying to expand that.

A participant asked where are the mental health services for women, observing that the Kingston Penitentiary recently closed 140 mental health care beds as part of the new Mental Health strategy. Mr. Tupper indicated that the beds were not part of the Kingston facility, but that interim measures were set up to meet the immediate needs of those people. They are looking to identify options to meet the dire need to improve services for women. Cost effectiveness is a challenge and they confront every day how our system is lacking.

A participant indicated unique issues facing First Nations people, in particular the funding that does not follow people moving from rural to urban locations after release from incarceration. As a result, a large number of people are not getting the services they need. Mr. Tupper indicated that this problem is on the agenda. It is a very important issue, and we need to understand the risks associated with this.

A participant from the Codiac Regional Policing Authority indicated that their board does oversee the RCMP in their jurisdiction. It is the only one in Canada.



## Plenary 5: Policing Large Events: The Vancouver Experience

### Speaker

Adam Palmer  
Deputy Chief Constable  
Vancouver Police Department

In his presentation, Deputy Chief Palmer shared the lessons the Vancouver Police Department learned from policing the 2010 Winter Olympics, the 2011 Stanley Cup Final, and the 2011 Occupy Vancouver Demonstration, specifically:

1. Policing protestors (The right to freely assemble and protest)
2. The management of large celebratory crowds

Palmer noted, “It’s not the size of the crowd but the demographics that determine whether an event will be come problematic.”

2010 Winter Olympics Quick facts:	Olympic Security:	Division of Olympic Policing:
6,300 athletes and Officials	7,000+ police officers	Integrated Security Unit (ISU) -Athletes & Olympic family -Olympic Venues & events -All criminal matters
83 countries participated	118 police agencies	Vancouver Police Department -Urban Domain -Crowds, traffic, protests
1.6 million ticket holders	~4,000 military personnel	
>15,000 media	~5,000 security personnel	
>25,000 volunteers		
>3 billion television viewers		

Vancouver, the quick facts:

- Population of the City of Vancouver ~650,000
- Population of the Greater Vancouver Metro Area ~2.5 million
- 20 municipalities

Some of the issues:

- Homelessness
- Poverty
- Mental health
- Addictions
- First supervised injection site in North America

Protestors: 32 protests occurred, but only 2 became violent. Every type of protest took place by normal citizens on issues like healthcare, homelessness, environment, etc. because of the attention of worldwide media. The local chapter of Civil Liberties trained legal observers to video tape police interactions with the public.

VDP learned from the homelessness protest that took place in 2007 when the Olympic Countdown clock was being unveiled that led to the arrest of 7 people of whom 4 were charged. Police were pelted with eggs and papier-mâché balls with rocks inside them.

VDP changed their approach to protestors:

- Learned not to mistake activists for criminals
- Conducted surveillance on repeat offenders who hijacked the event
- Investigated anti-Olympic sentiment/protest groups, both overt and covert.
- Looked at social media: Twitter and Facebook
- Informed the public of what was going to happen and not happen to alleviate fears (DTES residents feared they would be moved from their homes and taken out of the city.) Here the traditional means of social media didn't help or reach this population.
- VPD put out a flyer to residents of DTES
- VDP held community meetings
- VDP assured residents that the homeless would not be displaced

**DAY 1:** The Opening Ceremonies of the 2010 Winter Olympics was one of the largest events held in Vancouver, involving dignitaries, athletes, the public. Event planners did not want this event to be marred by protestors.

- 2000 protestors marched towards BC Place to prevent the Opening Ceremony from happening
- Protestors included a diverse mix of people—the tenor of the chanting got louder
- A line was drawn in the sand by 350 police officers, the majority were VPD and others drawn locally, who were dressed in soft hats and reflector vests, but not in riot gear.

- 350 officers from the VPD and the ISU/RCMP locked arms and did not let the crowd move closer to the stadium. The VPD officers are specially trained officers from the Crowd Control Unit (CCU), who locked arms and would not let the crowd move closer to the stadium. The CCU officers were supported by other officers on horseback and by arrest teams. The CCU commander deployed his officers in soft hats without face shields.
- The anarchist group known as the Black bloc showed up to incite the crowd.
- Black bloc protest tactics include wearing black clothing, balaclavas, hoodies, etc.
- Officers were spat upon, targeted with paint and verbally abused.
- Public unit commander had radioed that officers were not to elevate the use of force. This was seen as a controversial decision but he reasoned that this was a sporting event first and a policing and security event second.
- The officers held the line. They were aware of the dynamics of having regular citizens and instigators.

#### DAY 2: The Heart Attack March

- Facilitated lawful protest
- Set reasonable boundaries on behavior
- Interceded in criminal acts—smashing windows at the Bay, TD Bank, and MacDonald’s—7 people arrested and charged.

As Olympic fever caught on, peaceful protests turned sour and the Black bloc lost credibility. The media captured the mood in the newspaper articles, “Peaceful protest sours as ‘criminal element’ takes over the streets,” “There’s no need to hide if you believe what you say: True civil disobedience means taking responsibility for your actions,” “Black Bloc taints anti-Olympic movement,” and “Protestor thanks cops for kindness: Officer guards her civil rights.”

DAY 3: Celebratory Crowds initiated the next phase in policing the 2010 Olympics, which was crowd control that used a new approach, the “Meet and Greet” strategy.

- A flash mob on Robson Street was facilitated not stopped
- Officers were friendly, appeared to be enjoying the crowd, and participated in the events.
- Highly visible officers were seen mingling with the crowd, “high fiving”, and being photographed with the public.
- “True community policing at its core.”
- There was a change in the public’s mentality as police joined the celebration.
- This strategy ensured a balance was maintained in the crowd dynamics by encouraging families to come downtown and participate in the celebration. “Drunks behave better around the elderly,” for example.
- Police managed alcohol and youth by dumping 25,000 liquor bottle, while those uncooperative 1500 received tickets. Liquor stores in the downtown core were closed early to limit intoxication.
- One important lesson was, “Don’t make people hate police.”
- See media reports, “A new approach helps maintain Olympic civility,” “Peaceful street celebration a joy (meet and greet strategy works),” “Party crowds give police a high-five (Orderly games result of great policing),” “VDP deputy chief has sore hands from all the high fives (Local services win accolades for their Olympic work),” and “Police deserve a medal for their

performance.” See August 2012 article in the *Police Chief* magazine, “An Olympic Medal for Policing: Lessons and Experiences from the Vancouver 2010 Winter Olympics.”

Highly visible police officers intermingling with the crowd and using their discretion made policing the Olympics a positive and highly successful endeavor, but crowd dynamics can switch as it did in the 2011 Stanley Cup Playoff final held in Vancouver in June 2011.

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#### POLICING THE 2011 STANLEY CUP RIOTS:

- Vancouver has hosted the Stanley Cup Playoff three times: 1982, 1994 and 2011.
- There were lessons learned from the violence that had erupted in 1994.
- Police watched the social media—Facebook and Twitter—for forewarnings of what to expect.
- All the intelligence gathered suggested that, “everything was okay.”
- Game 7 brought a huge crowd of people to the downtown core.
- The level of intoxication was higher than expected.
- When the Canucks lost, two different riots erupted, one at the Post Office and the other at Granville and Nelson Streets.
- Of 155,000 people in the downtown core, 1000s came to cause trouble and 10,000 were willing participants. The 1000s that watched the riot and recorded the ensuing mayhem with their cell phones “didn’t get out of the way.” Those who wanted to get out could be injured in the process.
- Changes in tactics from 1994 to 2011.
- In 1994, 60,000 were in the crowd, 10,000 caused problems, and it took 6-7 hours for the police to get the riot under control.
- In 2011, 155, 000 were in the crowd, there were 2 riots, but it only took 3 hours to regain control.

Palmer told delegates that 60 officers were involved in the investigation. They collected and catalogued evidence from CTV footage, videos, and photographs. His power point presentation presented the salient facts:

#### CATALOGUING VIDEO AND PICTURES:

- The VDP used the LEVA laboratory at the University of Indianapolis
- Processed 30 terabytes of evidence
  - 5000 hours of video-equivalent to 7,500 DVDs

#### VDP RIOT 2011 MEDIA CAMPAIGN:

- Help Identify Vancouver Riot Suspects:
  - 800,000 hits
  - 70 people turned themselves in
  - Parents turned in their children

- Employers turned in their employees
- Riot Round up poster:
  - 100s of tips
  - Numerous identifications

#### STANLEY CUP RIOT STATISTICS:

- Charges recommended to date:
  - 677 against 226 people
- Charges approved to date:
  - 370 charges against 137 people
- Vast majority have been guilty pleas:
  - 45 guilty pleas

Deputy Chief Palmer remarked that VPD had had a month to observe the reactions and repercussions of the Occupy Protest that had begun in New York City and spread to other cities across the US before reaching Vancouver in October 2011. “We had a month to see how other big cities dealt with the protest.” There was a lot of negative media when the authorities in Oakland, California directed the police to “clear them out” using batons and shields. However, a better strategy was employed by Charles Ramsey, the Police Commissioner of Philadelphia, who walked around the crowd commenting, “Great...good protest.” The VPD took a similar approach to the Occupy Vancouver protest. Palmer referred delegates to the VPD’s, *Public Demonstration Guidelines*, July 2012, some of which he included in his power point presentation as follows:

#### POLICING PROTEST: THE OCCUPY VANCOUVER 2011 PROTEST:

- Protect the public’s right to freely speak and assemble
- Use restraint in the use of force in order to protect people first, property second.
- Consider police safety when deciding on a course of action

#### PUBLIC DEMONSTRATIONS:

- Police actions are grounded in the human rights principles of proportionality, lawful justification, and using the least intrusive means necessary
- Practice open and frequent communications with the public and the media
- Leadership in preparation and training for public order events
- The police are peacekeepers

## *Discussion*

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A participant asked Deputy Chief Palmer what he thought about using large TV screens at public events.

Palmer responded that one of the recommendations from the 1994 Stanley Cup riot was to erect TV screens because they gave people something to do. What the police learned is that when large TV screens were put up, they drew too many people to the area. He did not agree with the use of large TV screens at public events.

## ***Plenary 6: Technology/Challenging Times/Policing in a Digital World: Using Technology to Tell Your Story***

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### **Speakers**

Mark MacIntyre  
Director of Public Affairs  
Victoria Police Department

Cst. Mike Russell  
Media Spokesperson and Social Media Officer  
Victoria Police Department

Mike Tucker  
Communication Coordinator  
Victoria Police Department

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Mark MacIntyre praised the use of technology in “tell[ing] your story back to your jurisdiction.” He explained that technology is a “cost-effective, creative and innovative” method to engage the public through the use of social media. His experience demonstrates that using technology:

- Builds public affairs capability
- Creates your own newsroom
- Promotes your success stories

MacIntyre told delegates that 375,000 people live, work, or play in downtown Victoria. The caseload for each police officer was heavy as the crime rate, a core city phenomenon, increased. Consequently, the Chief Constable decided to invest in a public affairs team to:

- Get public safety messages directly to the public and thereby engage the public one on one
- Assist officers with crime prevention
- Demonstrate our role to the public, or what we do as a police service.
  - Director of Public Affairs is responsible for the Crime Prevention Service (CPS)
  - CPS is made up of reserve officers, volunteers, Blockwatch, etc.
  - Acknowledge the importance of the community being involved in crime prevention

To facilitate these aims, the media team built their own “newsroom” to tell all their “good” stories of how officers were helping the community, standing side by side with them to “lock-out auto crime,” to catch the perpetrators of B&Es, and to warn the public about the hazards of winter driving in the “Winter Driving Campaign.” This campaign featured a police officer that instructed viewers how to drive

on packed snow and ice and relayed safety tips for driving in snow. This was the team's first in-house video and they decided to "do something fun: Let's skid around the parking lot" to get more coverage.

Technology allows a quick response to a situation. A call may come in at 9 a.m., a video is shot at 10 a.m., and then sent out by 11 a.m. (See the K-9 arrest video at vic.pd.ca) Today, everything happens online. To be part of people's conversation we use Twitter, Youtube, and Facebook.

MacIntyre spoke about the importance of branding, about police departments "getting yourself credibility." He cited the "Deputy's blog," which brings a personal face to communication. VicPD's news releases are linked to Youtube; e.g., the story of stolen property. He said Twitter is quick and quirky and builds a solid relationship. On Canada Day, for instance, 20 hours of continual tweeting resulted in 123 tweets and 314, 345 impressions (which is equal to the population of Victoria) VicPD's Facebook had 450 views and then two days of follow up conversations.

Delegates were told that the technology to set up their own newsroom wasn't expensive. The hardware includes a Macbook, tripod, iphones, video camera, camera, "go pro", wireless mike because "audio makes a difference," and a flipcam. The software for PCs may cost \$1000 and for Macs \$100.00. Skill sets include:

- Good sense of design
- Attention to detail
- Willingness to learn because technology is changing all the time and there are new platforms for social media, for example.
- Seeking out new technology as the prices drop
- Awareness of one's own limitations

The strategic planning process to implement the newsroom/social media plan involved VicPD leadership who had input into the plan. The launching was innovative, included three days of media coverage. There were 100s of hits on the site, and a lot of interest through the social media feed. The business community was involved. The VicPD received a Victoria Chamber of Commerce Award.

Delegates were advised to remember internal communication between departments. "Make sure the internal membership is aware of events before the public knows."

To that end, the team set up an "Intrasite," or electronic bulletin board, to close the gap between senior management and members.

From the presenters' experience, public affairs is a "force multiplier" because it:

- Amplifies the good work of the officers
- Becomes a crime prevention tool
- Channel for public safety messages
- Cost-effective way to engage the community



## *Discussion*

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A participant asked about the budget and how did the team get the support they needed?

A team member responded that they had had the full support of the Chief Constable, and on his insistence, the Police Board. The working budget, not including salaries, is \$30,000.00.

A participant asked had they developed policy and procedure?

A team member said yes they had, but it was being “revamped” as a “new social media policy.”

Chief Constable Graham noted, “We’re cops. We don’t hire public affairs people,” but we recognized that there was a need and so “we stepped back and let the experts do the job.” He referred delegates to VicPD’s website, [www.vicpd.ca](http://www.vicpd.ca) where they could watch the video, *Strategic Plan 2020*.

## Workshop 1: Trauma Dog in Victim Service

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### Speaker

Kim Gramlich  
Delta Police Service

### Victim Services Innovation – A K-9 Approach to Supporting Victims

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Kim has been the Coordinator of the Delta Police Victim Services for the past 11 years. The program was started in 1985 to assist operational police officers with victims of crime. For the past two years, a four-year-old yellow Labrador retriever named Caber has been working alongside Kim, comforting, helping and supporting victims. The Trauma K-9 program is an innovation in this field, and is the only one in Canada at this time. Historically, intervention dogs have been used to aid victim services after Hurricanes Katrina and Rita, and also at Virginia Tech.

The inspiration for the program at the Delta Police Service was a desire to better meet the needs of victims. Caber is a fully trained assistance dog from PADS (Pacific Assistance Dog Society), a school that is fully accredited through Assistance Dogs International (ADI). The main duty of Caber is to make victims of crime feel better. His calm, low energy personality is ideally suited to this role. The Trauma K-9 support is only one part of the Victim Services program. Other services offered by the human component include emotional support, referrals, education, court support, updates on police investigations and crisis intervention.

### Canine Intervention

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Caber is brought in to help in situations where best efforts are not being effective. Some of the ways in which a Trauma K-9 can assist are:

- act as an effective ice-breaker
- reduce the blood pressure and/or anxiety of a client
- normalize a traumatic situation
- act as a tool with individuals who struggle to communicate
- be a calming influence for people who are agitated or highly emotional
- provide a source for cathartic touch
- provide the public with a positive impression of Victim Services and the police

Kim gave some examples of situations where Caber was able to connect with unreachable people with remarkable results. Individuals that typically benefit include crime/trauma victims, children, difficult

clients and in-court support. The Trauma K-9 can also be used to aid groups of people from large community disasters.

### *Handler/Daily Operations*

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The choice of handler is very important. The handler should be someone who is prepared to commit to the employing agency for several years. They are trained by the dog training school regarding proper deployment of an Intervention dog. These dogs typically work until 9-10 years of age. The ADI accredited dog schools retain ownership of their dogs until the time of the dog's retirement and they prefer that their dogs remain in a stable placement. It is recommended that there be one main handler, and one or two alternate handlers. The main handler provides the primary home for the dog and gets the K-9 to and from work each day, being available to deploy the dog whenever necessary. The alternate handlers care for the dog when the main handler cannot. The dog cannot be left alone for more than 4 hours at a time and gets a minimum of one hour of exercise per day.

### *Contraindications*

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The following is a list of situations that are either unsafe for the animal, or where the dog would not be effective. The handler must determine if deployment of the animal is appropriate and safe.

- Allergies
- Phobias and fears
- Drugs or alcohol
- Unsafe locations (glass, bodily fluids, etc.)
- Other animals (Trauma K-9 is not permitted to cavort with other animals)
- Any other location or situation where there is risk for harm or liability

### *Business Plan Considerations*

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Basic steps to getting the program in place include an application to the dog training facility, screening and selection of the dog and the handler. Ms. Gramlich has written a Policy and Procedure paper for implementing a Victim Services Trauma K-9 program. It outlines the details involved in establishing a Trauma K-9 program, including budget information. Budget considerations include insurance, vehicle, dog food and supplies, PR items and handler allowance. The program involves a relatively small financial investment and reaps large service and community rewards.

#### **For further information:**

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## **Workshop 2: Risk Management in a Changing World<sup>1</sup>**

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### **Moderator**

Alok Mukherjee  
President, Toronto Services Police Board

### **Speaker**

Ian McPherson  
Lead Partner for Justice and Security with KPMG in Canada

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**Mr Mukerjee** noted that Mr. McPherson has a wealth of experience and knowledge in making significant changes, changes in the way we provide police services with a particular focus on mismanagement. He said that he had had the benefit of having several conversations with Mr. McPherson since he'd been in Toronto and that he'd benefitted from his advice and thinking. He believed that Mr. McPherson had a lot to say on good governance that would benefit delegates.

**McPherson** congratulated Mr. Muherjee on his new appointment as the president of the Toronto Services Police Board. He thanked delegates for taking their time to spend with himself and his colleague, Ms. Rheanne Scott. McPherson said he would outline the issues, pose some questions to delegates and then seek their feedback. This was going to be an interactive plenary session. Mr. McPherson used power point slides to frame his presentation, beginning with the following<sup>2</sup>:

### **Workshop's Purpose and Objectives**

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Change is Coming – Threat or Opportunity?

Discuss the Reality and Explore Options to Prepare and Respond, Including:

- Police and change management
- Productivity
- Risk
- Performance
- Resource management
- Impact on policing from changes in the wider justice sector

### **Context**

- Year on year budget increases
- Crime is at an all-time low

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<sup>1</sup> The following text is a transcription of a taped recording of the first presentation of Workshop 2: Risk Management in a Changing World.

<sup>2</sup> Boxed and/or bolded text are copies of McPherson's power point slides.

- Public expectations
- World recession
- Terms and conditions
- Role of police boards
- Political accountability

McPherson said there are varying things going on across Canada, but actually police and Canada [are] not set aside from the rest of the world. Things that are an influence globally also, we'd argue, have an impact upon the Canadian policing world.

- The context then is year on year you've seen budget increases every year for as long as most of us can remember
- Crime is at an all-time low. Question: Is there a piece still in it associated with that?
- Public expectations, isn't it wonderful, have got higher and higher as time has gone on, better educating the public into a more questioning public. All of which is a credit to developed nations and what other nations aspire to.
- We can't ignore this [sic] what is happening across the other side of the Atlantic, particularly what is happening south of the 49<sup>th</sup> Parallel cannot be ignored. Canada, yes, has survived effectively the most, but the winds of recession, sadly, are global. The economy is global, communications global, and hopefully, that will not be as severe for ourselves over here-say that is a risk for Canada, but, notwithstanding, we can see potential impacts.
- In terms of conditions for police officers, we'll talk about that, and the impact that is having on some of the things that are going on globally around terms of the conditions of the officers and the role of the Boards.
- What is your role? How do you see your role? How do you think that will change over time? An increasing emphasis depends, again, where you are globally, of political accountability for policing.
- There was a time, some would argue that time still remains actually, that policing should stand aside of politics. As a former police chief, I would argue that policing is intrinsically political, which is not to say that police officers should play politics, but they've got to be aware of politics and engage in them as an interested outsider. But they've got to be very, very conscious of the fact that political will, political desire, political imperatives impact them on a daily basis.

### Policing in Canadian Municipalities – By the Numbers

<b>\$6+ billion</b>	The approximate annual spending on policing by Municipalities
<b>\$600 million+</b>	The 10% of annual spending by municipalities on federal policing
<b>\$12 billion +</b>	The total national expenditure on policing
<b>65%</b>	Sworn police officers employed by municipalities in Canada
<b>60%</b>	The amount paid by municipalities for Canada’s total policing expenditure
<b>77%</b>	Canadians living in communities with stand-alone police departments
<b>15%</b>	Canadians living in communities served by the RCMP contract officers
<b>6.5%</b>	Canadians living communities with provincial police force protection
<b>203</b>	Sworn police officers for every 100K population

- Policing in Canadian Municipalities—these are the statistics—by the way these details and slides will be forwarded to you as will a summary of the debate and issues...so you can have them later on.
- If we look at this [slide], significant expense [is] based on the municipalities. Federal spending in municipalities, of course, has been lessening over the years, whether deliberate or by default. Some of the policing issues associated with central federal policing have actually gravitated downwards towards municipalities at the same time. In a way this might be seen as a little like a double whammy. You can see there that the cost of sworn police officers that municipalities by far take the lion’s share, carry the bulk of communities’ policing costs. Only 6.5% live in communities with provincial police force protection like the OPP. This is relatively small compared to 77% of Canadians who live in communities with stand-alone police departments. The point I am making is that you as police boards members are big players in the policing community, and therefore, have a huge voice in how your communities are policed.
- The question I would pose to you is, “How great an impact do you feel you have?” And, “What are the lessons the lessons from around the globe?” I think particularly of some of the lessons from the UK around policing boards? We’ll talk about some of that shortly.

## Changing Roles and the Fiscal Landscape

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“Controlling the costs of policing is a major concern for most of our municipalities.”

-Raymond Murphy, Executive Director, Union of New Brunswick Municipalities

“Analysis Justice Morden has done is new to many, many boards in the province. All had a historical understanding of the separation of the board’s and chief’s role asking us to make some radical changes in how we think about the board’s power.”

-Alok Mukerjee, Chair of the Toronto Police Board

“All along (police) keep telling you, ‘Oh, this is operational. You can’t tell us what to do. You can’t interfere with operations. You can just set priorities, hire the chief, and give us our budget.’”

-Eli El-Chantiry, Ottawa Deputy Mayor/Ottawa Police Service Boards

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“Controlling the costs of policing is a major concern for most of our municipalities.” Actually, this is a little bit of an understatement. Policing costs are growing as terms and conditions of collective agreements kick in, the ...percentage of a municipality’s budget, it becomes ...enormous, and therefore very difficult if it is to be sustained.

Justice Morden’s Report quote above: I’d be interested in your views about the report. It is a subject we/you have to have a debate about. It needs to be very, very clear. As to your role as boards, I would argue is a significant role in policing. It’s a significant a role in that it’s a challenging role...it’s a positive role.

Operational quote: Actually, [is it] “our” budget or “your” budget?” The fact is there are no blacks and whites. This is about conversation/dialogue, but that said, I think it’s very important in this time of change, there’ll be traction in some ways in terms of budget, but the debate has to be had, because if it is not this year, not next year, it’s likely to be the year after. So, I think just being proactive and staring to think about those issues, even if it is a stand-still budgets I think being proactive about that is part of your role and part of the chief’s role.

Participant on quote #2: This report has just come down clearly. Who is to say Justice Morden is right? And I would assume that at our next conference, hopefully, we will discuss the pros and cons of what is in that report. I am old enough to remember the *Carver Model of Governance* and all the governance models that have come down the pike and some have great attributes and some are almost destructive. So, I get the sense we’re almost saying, “Okay we have to do that.” I’m hoping at some point we can debate whether this is a good idea.

McPherson: No, I think I’m arguing that you have to have the debate about it. It’s not my place to tell you what you should or shouldn’t do. My place, I’d suggest, although I’ve been invited, is just to lay these issues out for you to have those conversations. It’s really, really important that you do. I think it’s really

important that the chiefs are involved in that debate because one thing is for certain is that governance is critical. I've talked about this on the political side of policing and your part of that political landscape. It is very important that people are clear about that. I come with a background which is through the police, but I come through with a background which is also been working alongside yours. But I'm not saying the UK is the right answer by any means. I'm living in Canada and enjoying the pleasures of being in this country. What is certain is that there needs to be some governance of policing. Police need to be operationally independent in terms of what is called the corruption enquiry and they need their operations; hence, it's very, very important. But similarly, they need to be accountable. So that's the debate I think you'd be wise to have.

## *A Changing World*

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McPherson points to recent photographs and photos from the 1930s of protests. We see demonstrations taking place. This was a global entity. Lots of major cities had to endure some of these difficulties in policing terms [are] extremely difficult to deal with. I was there working in London (2011 Riot) when this was happening. And legally and logistically this presented many challenges. This is actually [about] issues from Quebec, and the challenges that are going on there.

Suppose I go back to the point really that whether it's the G20, whether it's shootings in Toronto, whether it's demonstrations in Quebec, policing is going through major change. The challenges are from organizations and groups like this who are very well organized, extremely adept at communication.

There is the reality that the deficits are large and if people like Mr. Drummond are to be believed, and I have no doubt myself that he is, potentially they (the deficits) are going to be greater as a percentage of the overall domestic product and that both at the provincial and federal levels.

Points to a photograph of the protest in Toronto [and] the G20 and then to two photos of the protest in London in 2011. The point being that what we [have] here were some things in common. Organization in this case wasn't mayhem, it was got hold of in three days. Compare that to Paris and France two years before when over 10,000 vehicles were burnt out and it went on for 21 days. The point I'm making is it isn't about role, being in a position to say you responded well or not and the fact that you got control of things. Of course, what you don't want is it to happen in the first place. So there are issues then, just sociological ones, that don't come from the beat of the police that are not part of the solution. Yes, high unemployment; yes, youth in parts of the inner city [where] we can see 20% unemployment, huge diversity issues, sometimes the level of education, single parenting really causing terrific difficulties... I think the question is, around some of this policing world: "How do you get proactively ahead of some of this?" So, it's okay to be responding really well and getting a hold of things, but it's much better to prevent it in the first place.

What is the role of the boards in that environment? Where do you see is the balance. Does anybody have a policing model they can take off the shelf and just give you as a board and say, "That's the answer." Well we don't. There isn't one globally. What there is though is, because communities are different, there are some principles you can go to and one of those principles is having really good governance that supportively, but properly challenges.



Pointing to a photograph, so these are police officers in the UK who recently turned out on the streets of London and demonstrated along with other public sector workers. They're facing a 20% budget cut. The UK's government's response to some of this has been across the board—it's a mild budget in London with a 400 million dollar budget cut. That's quite a lot of money and you can't do that without thinking slightly differently. Suffice to say there were things within the policing model, which allowed itself in those times of plenty to become quite fat around the system. I think it's a question to be asked, "Would any government want to cut its policing budget by 20%?" I would suggest, "No." "Would any government want, would any board want, would a public want, would a municipality want, would they want good value for money?" That's a "Yes," I would suggest. So the test will be [how] these men and women respond, but more importantly how the communities [respond].

### *Perception is King*

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What's very, very interesting when we come to the next slide, "Perception is King", is that the response for the public has been quite interesting in that it hasn't been one of, "What are you doing about our, to our core police officers?" Actually, it has been one of "Can we hold on? We recognize that some of our police are a little bit fatter than it ought to be. We're facing cuts in our jobs. We're facing potential redundancies. What do we do about it?" The things to be aware of in this environment are, "What is the perception of police officers? Where is the perception of policing? What is the perception of boards?"

In various place across the world sometimes the governance is seen as an add-on rather than making a difference. In the UK the government has taken the position that police boards will be dispatched with and there will be change through elected officials.

Perception is a real, real issue. So the perception of second jobs of police officers, assured employment, really good benefits, loss of leave, have become very, very real, and they have started to manifest themselves as a target to take hits. I don't say that with any judgment in mind about my former colleagues, but what I do say is that these are very real and need to be managed in this changing world. In parts of the United States, for example, in San Jose, you're actually financially better off as a police officer three years after you retire than when you were working. In other parts, people have taken a 10% pay cut across the board. I'm not saying that is the right thing to do. What I am saying is that this becomes part of the political environment [and] a communications environment. Actually, it has become part a broader moral argument and the risks associated with that around good governance and good financial management.

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## **Police Challenges for Police Boards/ Municipalities**

Risks (Operational and Organizational)  
Public Expectations/Knowledge  
Productivity (VFM)  
Cost Differential Across Canada  
Authority of Boards vis-à-vis Mayors/Councils/Chiefs  
Impact of Legislation  
Elections (e.g., BC)

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Collective Agreements  
Complex Funding  
HR Challenges  
PR/Media Challenges  
Political Mandate  
Jurisdictional Arrangements  
Role of Police Boards

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Terms and Conditions  
Transparency and Quality of Service  
Decreasing Crime Rates  
Aging Population  
Resistance from Within and Externally  
Productivity  
Culture  
Economic Downturn

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McPherson: This is a map and gives you a sense of the complexity of the world you're living in. We could have gone on and on and on. The impact of legislation is potentially massive. Political mandates—where do people sit on policing? Policing is a really loaded subject for many people. We've talked about the decreasing crime rate. What about an aging population that is actually more fearful of crime than the reality? What is your role? The funding mechanism is complex. Who is going to change that if it needs changing? Frankly, ladies and gentlemen you are really a part of that debate. This is a significant issue for you and your directors (re: the AGM) because the debate and collective opinion of you as an entity becomes hugely important and hugely impacted upon the lives of the chiefs. In terms of the elections in BC, this is a difficult time. I want to say to you as police boards, you realize that it is all very difficult and all very complex but you didn't do the job. But recently, you've heard we'll sort it out. The same thing is said for police chiefs. When you're in-charge on that day, whether you're the one that set that thing out, and I've been there at the headlines, and the finger points (at you). That comes with the role, the role of both sides (boards and chiefs). Preparing yourself against those risks you are preparing yourselves for that future is critically important as the years go on. So owning those challenges, I'm a hugely enthusiastic individual around the world in policing, I think lots of these things can be addressed—they're all eminently doable.

## Owning Today's Challenges

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- Embracing Localism, Collaboration and Partnership Working
- Ensuring Continuity Through Legislative Change
- Organizing Security for Major Events
- Continuity of Healthy Labour Relations
- Improving Performance With Fewer Resources
- Coping With the Changing National and Provincial Landscape
- Building Public Confidence and Satisfaction
- Developing a Strategy for Dynamic Resourcing Deployment

Improving performance with fewer resources can be done. Really dynamic resource deployment asks: How good are we at resourcing? How intelligent are our organizations? How intelligent is our policing of police forces? How intelligent are they across different organizations? Do you as boards—and I pose this as question to the chiefs—how good is your intelligence when comparing the intelligence of the housing associations, when comparing intelligences (i.e., information) coming in from social services and education? When you overlay those information(s) what they guarantee you is that you all are dealing with the same problems. So, how coordinated are you there? This is good: joint intelligence, joint analysis, joint working and joint evaluation and learning. How is that happening? Those become big challenges because in the long run the one thing that all these things have in common is they all have a dollar sign next to them. And if you're proactive and you're joined up, don't be surprised if you then start to find yourselves in the position where you start to be ahead of the game.

## The Questions

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- Efficiency Improvement
- Productivity
- Civilianization
- Outsource
- Public Private Partnerships
- Terms and Conditions
- Collaboration
- Mergers

The questions are big in terms of this risk and have in mind to go about this is everybody wants to be more efficient. How do you get to be more efficient? How do you go about becoming more efficient? What's the process that you go through? What are the challenges? What are the questions? Look at productivity. What is the productivity of your staff? Is it appropriate? Is it good, bad or indifferent? Is there room for improvement? Ask the questions. Civilianization, it varies massively in Canada and across the globe frankly. The questions need to be asked. Do you outsource? Do you get to public/private partnerships? Terms and conditions issue? Collaboration? In the UK at one time we had 43 different police forces, 43 different colours of blue for uniforms (dyes are sourced from all over the world at different prices), 43 aircraft then, but now 33. We have collaborated. These aircraft cost about \$4 million dollars a go never mind the running costs. These are huge amounts of money, which all come out of the public purse. It's really, really nice to own it, but can you own it? I would argue that is your real

challenge. Mergers and different structures are part of the debate. At first you don't think structures are an end in itself. There might be something that arises from the overall play.

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### **What is the Future Roles of Police Boards Vis à Vis the Police Leader to Meet These Challenges? From Leader Owner to Leader Commissioner.**

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I use this [presentation] when talking to chiefs as well. I am speaking next week to the Canadian Association of Police Chiefs. This will be one of the slides. When I was a young chief, I owned everything and that felt really good. I actually felt over time that I had become much more of a commissioner of service. This is not a new concept. In the seventeenth and eighteenth centuries, Generals, Napoleon, were commissioning services; e.g., they commissioned services from Irish mercenaries to fight on their behalf. They commissioned services from local communities to feed their troops. That's what they did. They had to keep the state safe and what they did was they went out to the market. The British did it with the East India Company, which essentially was a private army working on behalf of the state. These are lessons in history. The fact is those things went on. And now it seems to me the challenge is to produce an effective organization, but are there different ways of doing that? Can you buy in from here? Can you bring in partnership from there? Can you work jointly over here? There are lots of examples of where that might take place. For example, on the lakefront in Toronto is a police boat station, one or two hundred meters away is the fire service and eight hundred metres away is a brand new ferry terminal. Prime real estate! I don't mean that to be cheeky. That would be true of organizations I have worked in, and did I sort them all out? No, I didn't. But the questions have to be asked as to whether or not I need to organize something else. Could I think differently about my building costs? Is it doable? I honestly believe it is.

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### ***Responding to Change: Response to call for Service at the Greater Manchester Police***

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#### **Issues: Inefficiencies in incident management and resource deployment.**

I put before you an example of the Manchester Police Force, a force of about 10,000 members. KPMG went in and worked with the force and halved the head count and increased the performance. What happened with that halved head count? Well, it became choices. In a 20% budget cut world that might be attrition. (You can't make people redundant in the UK in policing.) In this particular instance, this happened to me when I was in London and also when I was the Chief in Norfolk, we took that resource and we made it proactive in the community. We asked the communities what they wanted? They all wanted local police officers working with them problem-solving. For that, seventy officers there went back on the beat. They walked their beats, cycled their beats rather than being in their patrol cars. An investigative process, the volume of crime went from 47 days on average down to 4 and with 20% less staff. There are things that can be done and there things that can be achieved. For me it starts by breaking down policing.

I believe policing—I know this to be the case because we've done it in Scotland, Holland, Australia, South Africa and other places—policing breaks down into a series of processes, and once you break down into the complexities of those processes, you start to see where the duplication goes. I don't say that to be critical of boards, but mainly this is the sum of questions that we ask. In every organization, in times of

plenty things get layered on top. Policy happens. We'll have a new chief of police and we'll have that policy and checkers on checkers. He gave an example of an individual who was going to India and there were seven signatures on the form before it got to his desk. Never did that come to my desk again. The decision could have been made by a sergeant. It didn't need the chief to make that decision. But why? Policy, policy, policy. I am not critical of people in the past—it happens. Every organization, public or private, it happens. In times of plenty, and there are cycles in the economy, things get fatter. In times of recessions, things quite probably get smaller.

Any questions?

## Discussion

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A participant commented that it seemed to him it's a lot about change and that's very, very important, but we're also talking about risk management. I hope we can drive the discussion in that direction too. I am relatively new to my board, and I've been asking a lot of questions about how we're managing risk for our police service. I think it's hugely important in terms of governance issues we're talking about. How we do a better job? What I've learned so far, and I just throw this out to others—police in safety do a very good job. In (my community) they have been getting a good handle on what I call internal risk, but external risk, the things that happen that are not part of police operations that have a huge impact on how we respond, how we deploy our resources, [and] all the rest of it. In my opinion, we haven't really harnessed that. I think the issues that we have been talking about at this conference that have come up in the *G20 Report*, for example, about the appropriate role of the boards, what is operational and what isn't, risk management properly deployed—and I'm an insurance guy in my profession—cuts across that and things don't get a black and white...my strong view is that the proper role for police boards is through risk management. Kind of makes that issue irrelevant. I don't mean going into operations and directing what to do [that] you are engaging in proper risk management.

McPherson's response: I agree. I take your challenge around change. What I've been trying to say is that you are managing proactively these risks for the organization. I don't think it is about directing. Thirty odd years as a cop says to me if I were you I wouldn't be directing unless you have to. I wouldn't do it. That's why you pay chiefs. But you can influence and significantly influence by pointing out risk. You can significantly influence by saying if we have a budget of this, can we do that? If we take this resource from here can we be proactive over there? I think those are absolutely important and legitimate questions just as they are for the chiefs and for the unions. They're very important because proactivity and safety for police officers come hand in glove. Resources deployed at the right time doing the right thing in the right numbers come hand in glove. So, this becomes a really positive cycle and not one that is separate from risk. Actually, risk drives it; analysis drives it. If you understand what your risks are, if you understand when demand is, and you have resources on when demand is high—it won't surprise any of you it's busier on Saturday night than it is on a Monday morning at 9 a.m. It is busier. So, are your resources deployed at the appropriate time? That is a perfectly legitimate question.

A participant asked if there should be some definition of risk? The tendency at the board's discussions of risk is that police services are loaded towards operations. Sometimes where the challenge is where a board wants to grasp those larger organizational incentives for risk that you're talking about [which are] fundamental to the challenges of liability that an organization has. It's not just about Saturday night and whether or not you have underemployed resources and how we are being seen by citizens to manage

the risk. Trying to find that ability to get the board up to something significant around some of the things that you have talked about; e.g.; [rather than] sustain long-term public confidence in an organization where crime is actually declining, the board should be working on public-private partnerships, etcetera. Yet, they oppose those things.

McPherson's response: I couldn't agree with you more. Identifying the strategic issues, chief officers alongside the board, I think that is a very sensitive place to be because at the same time if you divorce yourselves from what you do with the people you're working with, you have to find out why they fundamentally oppose it. You have to find out why they oppose those things. But identifying those big strategic issues—and some of this will be about the viability of organizations. I am personally concerned that some organizations, some police boards, don't realize just about some of the liabilities they're facing because things in the policing world go wrong. Why, because it is a people-based thing. Stuff still happens. The way to identify those [strategic issues] is through really in-depth analysis and understanding the problems in the first place. That comes from taking the time to sit down and understand what the big drivers are, [including] performance, budgets, public perception, politics, etcetera. Where are you on some of those big questions? Where is the vision that you are going towards? And how do you work back from that?

A participant observed that this seemed to be a lot about expectations. It's easy to say we can cut budgets, but we won't investigate to the same degree or we won't respond to the call or we'll take longer doing that. What I am not hearing a lot about in the discussions of governance and relationship is managing the expectations and setting the appropriate levels of expectations. You can drive by a lot of things and things are not going to get done. Does that meet our role as governors over police service? I haven't heard you talk a lot about the expectations because to me it's all driven by expectations of the public.

McPherson's response: The expectations, some would argue, are only going to get greater rather than less. But you might as a boards—I made this point earlier—say that the expectations are too great for our organization. I think you can only legitimately say that when you actually understand that you are getting your best bang for your dollar.

A participant commented obviously you could talk about the levels of service, that's one thing, but still it comes back to an expectation. You can say I cut the budget by doing this and that and look for efficiencies, but do those efficiencies meet the expectations?

McPherson's response: If they meet the expectations. Do you know what they do?

Participant's response: To some degree we do because we do a public survey, but that is only one test.

McPherson's response: Yes it is. I think the challenge is, "What do you know what that is?" When I have talked to former colleagues here and in the UK and all over the place, it is very, very interesting that there are some common things in these groups, [including] public expectations around crime—they want less crime. When it all goes wrong, they want police officers to turn up and resolve their problems. They want politeness [and] professionalism. I put those as examples, but it's really important to discern those strategically. That defines your business [as boards]. That defines the business of the chief. It's very important to do that. If you then argue that knowing what the expectation is, and some of that will be legislative because crime reduction might be part of a policing plan or a *Police Act* and thus a core

role, then it allows you to say, “So how do we deploy?” And then that allows you to say, “Are we deploying as efficiently as we possibly can?” Putting the balance in, the welfare of officers, the welfare of the organization, the welfare of the public that then becomes a strategic issue for your selves. That’s where the debate starts to be. All this ultimately comes down to what you are prepared to risk [and] where is the balance in some of this? And those decisions then will need to be made.

A participant noted that we know police costs are going up and so are all the other costs in running government. Has there ever been a study to see if police costs are percentage-wise proportionately more or less than other levels of services?

McPherson’s response: I am not aware of that.

Another participant responded that the research he had conducted indicated that, “No, police costs are not increasing at a cost-rate proportionately compared to other costs...but there’s not a lot of research on this.”

McPherson asked if the overall costs in government in Canada are sustainable? That kind of question is not for people like me. That’s a very live debate in Ontario and here in BC. Is it in Alberta or Saskatchewan? I don’t know. I have never met a police organization that is 100% efficient.

A participant remarked that this was a really valid point. She observed that because the policing budget is one of the largest entity percentage-wise in the municipal budget it gets much more scrutiny than anything else. And yet over the years as an overall proportion it’s been going down, not a huge amount, but the trend is down as opposed to other city departments, which are up. Sometimes that gets lost. Any organization needs to be efficient, but we also need to tell that story better. I think as boards we’re not really great at that, at telling the story of what we’ve done or explaining to citizens the value of money.

A participant noted pension costs for employees, including the police are another factor that is pushing the costs up. He referred to union negotiations.

McPherson’s response: Absolutely. Police boards are aware of those negotiations. He referred to the police protesting on the streets of London and noted that they had taken real time cuts in their income. There have been wage freezes in England for three years now, but inflation has been going up during the same time. Pension contributions have go up, but in terms of real benefits, pensions have gone down. These are big issues and the big strategic questions for the boards in terms of, I might want to say something later there about perceptions, those start to become really important because you alongside with the chiefs are managing big organizations. You’re managing expectations not only of your employees but also of the public themselves. Therefore the decisions you make as boards—your governance role—has become incredibly important. So, [the] consequence of getting them wrong is significant.

A participant noted the thing he struggled with as a board member [was] about public perception. I find it difficult to always understand when I’m talking to police management as to what constitutes minimal level of service. If we want a standard of public safety we don’t have to take it across the whole department, but let’s say in terms of a particular area of policing it’s very, very difficult conversation to have with a police officer to say, “What constitutes a minimal acceptable level of safety?” in terms of



employment of officers on patrol. It's a very discretionary decision. So, what if we didn't man that situation, what would happen? Because when you go and talk to the public you need a base line to say that at this level we're providing public safety at this cost and you want a higher level and what does that cost? I find it difficult to get a sense of what is our base line, what is our minimum level above which we see whether we have a bronze, silver or gold service on top of that? I think too about the metrics as well. If you go through boards' strategic plans, probably everyone has reduction of crime. So now we're seeing really high performance in terms of crime reduction. I can't figure out that we continue to count on that, at what point do we stop there? What point is the next incremental reduction of crime (sic) costs so much money to achieve that we're asking at that point what is it worth to go that far? I don't know the metrics or how to understand that.

McPherson's response: It's a debate there and an important question and a big strategic question. Second levels in policing globally have been growing through the ceiling. They have relative to the number of crimes. You might argue that's entirely 100% down to the police. In part, I think police organizations have got a lot more proactive, a lot more professional. Some of it is sociological...like aging populations. Young men predominately commit crime. They grow up, get married and have kids, and stop committing crimes. It happens. Some of these things in your strategic conversations, I think you have to start laying out on the ground. Do you say that crime reduction is so significant now [that] where is the peace dividend in respect of this? What is the standard of policing that a community expects? That's an important debate worth having with the community, but do it based on information, do it based on evidence. Don't do it based solely on emotion because if you do it based on emotion we all want everything.

A participant asked have you examined the impact of arbitration on boards? And, how that's being paid by the various services that are being affected by them? I mean in terms of what's ahead. The situation we ran into in our community was we waited for the OPP to settle and then the OPP settles and then that becomes our base budget. Then the firefighters wait until the other arbitration awards are made. So it keeps pushing up, pushing it up, and it's out of our control. I sometimes I wonder, just let's forget about it and send it to the arbitrators.

McPherson's response: That is something you talk about as a board. No one knows the answers until you ask the questions. One way or the other you're going to have to ask those questions.

### *Moving Forward*

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- What Do You See As The Need For Change?
- How Might You as a Board Bring This About?
- What Do You See As the Current Role of the Board in Affecting/Impacting Upon the Need for Change?
- Are There Vested Interests in Affecting Change?
- How Do You As A Board Overcome It?

McPherson's comment: These questions are very important for boards. He specifically cited the point about vested interests. How do you know what they are? How do you deal with that? How do you overcome them? In the end, these will end up at your door, whether it's an arbitration issue like the one across the whole of Ontario or across the country becomes a big issue. How do you discern those



matters and respond to them? There's the issue of the removal of boards in the UK to an elected group is, he thinks, retrograde because of the importance of challenge and the importance of the de-politicization of policing is absolutely important. But perception being king, they were seen as impotent as a body, corporately and therefore, removed.

A participant asked what was the real impetus to change from appointed representatives to elected officials in the UK?

McPherson's response: I think it was a sincere belief in democracy. The boards actually came from largely elected communities. I think some of the chiefs were perceived as being resistant to go along with the sea of change. As one of them, I am not sure they were. To be fair to government, they genuinely believe that policing is such an important subject that such a huge [amount is] spent each year both federally, UK-nationally, and locally. They need to have a political mandate associated with it, a direct political mandate. We'll see whether that turns out to be right or wrong.

A participant remarked that she thought Britain ought to look at what we have [in Canada] with the RCMP and about oversight, which they don't have now. I think Britain has to take a look at what's happening here.

McPherson's response: A few years ago Holland nationalized their whole police force. The Irish have done something similar. Events occurring in South Africa at the moment, they're looking at their policing model. This is happening all over the globe. It's not happening because it's the police, it's actually happening in lots of public sector services. It's not that someone woke up some morning and said let's have a look at the police. It's not what it's about.

A participant made the analogy between police boards and police budgets and healthcare arguing both are sacrosanct and nobody wants to touch them. It's politically stupid. When you look back 75 years ago, if you were ill you went to the doctor, period. Now, yes you go to the doctor, but so many other things have come into play; e.g., alternative medicine. (She had made the point that \$500 million dollars was poured into prevention so that hospital beds that cost \$3000 a day per person were utilized only when necessary.) I think in terms of policing we have to think about what really is policing because we've brought under the [policing] umbrella things that could go somewhere else. We have to start thinking are there different ways of delivering that service? It goes back to your issue about expectations. We have a council that brought in a zero increase budget, twice. We talk about reductions, but I don't think we're transparent about expectations. I think as a police board, I not sure we did the best job in our last strategic plan of saying to the community, what do you think policing is about? As a police board we went along with the district's zero percent increase. This was the first time there was debate about our budget. We are building a new police hall, a public safety building with the idea of combining services.

McPherson's response: I think your analogy of prevention rather than cure absolutely works for policing. The unfortunate lesson that Britain has had to learn about terrorism is that it's awful dealing with terrorism after the event; it's much better to deal with it beforehand. Communities know about terrorism. It doesn't matter where you're from, what race you're from and what your diversity is, you don't want your children blowing up. Communities will help. The only way communities will steady things is if you're down there in the community listening to them and talking to them. That is the reality. This is a big lesson the UK has had to learn. Massive investment in counterterrorism is part of the

agenda of the local policing. The questions have to be asked against what you need to be achieved [or] what's the best way of doing it?

A participant mentioned that his community decided a few years ago that they needed more police officers on the street. The solution was the 1000 officers program and the fifty-fifty cost officers on the street, which is more like thirty –seventy because fifty stayed constant only for a few years. But no one asked if we could be more efficient with the officers we got off the street and so as to get some more of them on the street? We've been too often told as board members that all that is operational. I think we have a role as board members to say, explain that operation, explain how it's efficient, explain how you can make it more efficient. We have a right to know. We have a right to be involved in that type of process, to say are we doing it the best way? He also commented on the idea of prevention noting that he'd heard that to solve a big crime, 5 officers had worked for an entire year getting the case ready to present to the Crown. He wondered what would it have cost to prevent the crime in the first place; e.g., the cost of one officer, two or three? Is prevention an investment that saves money somewhere else? He gave the example of the cost of personnel hours spent photocopying files to send to the defense and if it wasn't more efficient to use a 1.5 terabyte drive and store files on that and let them print off the documents. It's a savings because it frees up personnel to do something else or after retirements we can do with less people by using [technology]. We're not doing that enough.

McPherson's response: The realities of what you're saying are important because that is good governance, good role, a good thing to do in how you bring about an efficient organization. All bodies involved in policing want it to be efficient and effective. You want to minimize the level of seepage in the system. He gave as an example from his own experience of the demand cycle for police services on Saturday nights where the calls for police services increased in number starting between 8-9 p.m. and subsiding between 1 and 3 a.m. The question is about deploying resources to meet the need. Vancouver does a good job of that. But the Greater Vancouver District has a very mobile population. What about the deploying resources in the communities bordering Vancouver? When policing the London metropolitan area, which has 32 boroughs, he realized he couldn't see the boundaries between the boroughs. It had hundreds of access points into the underground. Seven million people a day took the underground. This is a complex situation in terms of policing and deploying resources. Ask yourselves questions around where does crime occur? The 32 boroughs were broken up into 690 council wards. Over 20% of the crime was located in 40 wards. But were the police resources being deployed to these areas? Moreover, the data showed that 4% of the population suffered 44% of the crimes—some poor souls were absolutely getting nailed. Did it feel like that to others?

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### How do we deal with the perceptions of the middle-class?

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A participant asked what the change that we need to make is. What is the change or risk we need [as boards] to manage regarding police governance? I think change is driven by the global events we've been talking about as well as things at the local, provincial, and federal levels. What is the change we need in our community? There is a lot of discussion in the last year about policing and budget cuts, but we have to think about what has happened to boards in the UK. So, what is the need for police governance and are we stepping up to that? He thinks fundamentally [the board] has two tasks: To articulate the public's expectations of the police, of policy and objectives, and to evaluate performance

relative to those expectations. As police governors we should ask ourselves are we articulating those expectations completely and are we measuring performance relative to those expectations? Are we really doing those things, and if not, why not? Why aren't we because the risk is that provincially and federally someone will say that Canadian police boards are also the appendage of low value added. So, all we've talked about is how we need to fix policing, perhaps we have some things to fix in our own governance house too.

McPherson's response: We go back to a position that says the risks are both organizational and they're operational. You can't disentangle the two because if you're not organized, if you're not efficient organizationally, don't be surprised if operationally you catch a cold. Similarly, if your operations [is] not asking very bold questions about that organization and if it is not being deposed in an efficient way, don't be surprised if you catch a cold. It's absolutely important that that debate goes on. I think you as a group employ lots of fantastic people in police officers and police staff. The issue is more about the questions that you are asking. How do you support that body being more efficient? How do you support that body as an organization to be better by doing things like cutting and sharing resources, making sure your costs are minimized so that you can move that resource to another place so that it can become proactive? Being proactive is a positive experience because you get into a virtuous cycle where your staff, your people, your chiefs alongside you will start embrace because it feels better. To go through a position of proactivity and having enough officers on feels good. He cited an example from his own experience sitting down with a group of officers in Lambeth, a difficult area of London. We'd taken away about 20% of the response kit that was patrol capability. Where were the officers going to come from? We'd taken it away, [but] we were just on at the right times. Interestingly, the complaints against police officers dropped 18% at the same time. Why? Because the officers had the time-they were there at the right time. It's positive for everyone.

## ***Lunch Speaker: Mr. Richard Rosenthal, Independent Investigations Office***

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### **Moderator**

Carol Allison-Burra

### **Speaker**

Mr. Richard Rosenthal  
Independent Investigations Office  
Chief Civilian Director



Mr. Richard Rosenthal told delegates that the Independent Investigations Office (IIO), which will open in September 2012, is a criminal investigation agency responsible for reviewing police incidents involving on and off duty police officers that have led to a death or a serious injury. The IIO has oversight of some 14 police forces in British Columbia, including the Transit Police. Rosenthal told delegates that IIO's mandate is conduct investigations that are through, fair and timely. The mandate reflects the three main goals of the agency:

- Investigations are complete, fair, thorough, and unbiased.
- Timeliness. Previously investigations took up to two years to complete.
- Transparency through public reporting

Rosenthal stated he wanted to restore the public's confidence while also ensuring that the police are treated fairly. Two high profile cases in British Columbia, or the 2005 shooting death of Ian Bush and the 2007 Taser death of Robert Dziekanski, lead to the development of this police oversight office because previously investigations had been conducted by the police themselves. Rosenthal also wants to ensure that the police officers involved are treated as fairly as civilians and so they will be interviewed by a member of his office either before the officer's shift is complete or within 24 hours. The IIO's staff will be divided 50/50. Half the staff members are former police officers, while the other half are experienced civilian investigators. Rosenthal told delegates that the IIO is empowered to review police incidents on a case-by-case basis and to recommend charges to the Crown. If Rosenthal doesn't send a case to the Crown, he'll publish his reasons for doing so (transparency). That is to say, he will publically exonerate any officer found innocent of wrongdoing and inform the public of his reasons for doing so.

## ***Workshop 3: New Generations: Three Alternative Approaches for Youth***

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### **Moderator**

Joan Kotarski

### **Speakers**

Theresa Tuttle

Mobile Youth Service Team (MYST) Officer

Alvin Deo

Youth Investigator, Victoria Police Department

Constable Paul Brookes

Youth for Change and Inclusion (YCI) Camp

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Constable Theresa Tuttle said the Mobile Youth Service Team (MST) is responsible for youth who are at risk of sexual exploitation. Their mandate is to prevent the sexual exploitation of youth through education and intervention. Tuttle along with three civilian personnel work directly with at risk youth in an integrated position that covers the Sooke, Sidney, West Shore, Central Saanich, Saanich, Oak Bay and Victoria jurisdictions. The team also gathers criminal intelligence on the activities of child workers, “pimps,” “johns,” and “recruiters” in the child-sex trade. Tuttle told delegates that she liaises with other police officers and social services, and takes advantage of existing court orders and legislation to protect youth from sexual exploitation.

Tuttle explained that youth become involved in the child-sex trade by inadvertently becoming addicted to drugs. Men get them addicted to drugs to gain control over them. Once that happens, the youth are exploited. These youth will trade sex for money, shelter, and drugs. They will also run drugs for their handlers. Tuttle noted that some of her intelligence derives from Internet websites where females under 18 years of age solicit clients. Tuttle says when she discovers that an underage female is listed on the site she contacts the Internet service provider (ISP) to take off the advertisement.

At this time, Tuttle is actively engaged with and monitoring 10 youth who have been exploited and others who are on the verge of exploitation because of their drug use. She teaches them about personal safety. She offers them support by building a rapport with the girls and through a one-on-one mentorship. She uses the in-house internal website to flag patrols about her concerns, to send photographs, etcetera. This has had the added benefit of saving patrol hours.

Constable Alvin Deo is the youth investigator for the Victoria Police Department. He works with youth, their caretakers and the youth criminal justice community. Deo began his presentation by categorizing youth as “the good, the bad, and the ugly.” The good category corresponds to youth who have either not come to the attention of the police on the crime reporting system or have triggered the system five or

fewer times. The bad category, on the other hand, refers to youth who have garnered from 5 to 20 hits on the crime reporting system for nuisance behavior, noisy parties, minor vandalism, or liquor and minor drug-related offenses. Youth in the ugly category have at this point in time committed between 23 and 124 offences. At this moment there are 30 under 18 year old individuals who fit this category, one of which has committed 279 offences.

Deo said these youth have multiple issues facing them, including:

- Parental substance abuse
- Parental attitudes, behavior and criminality
- Institutional associations
- Multiple foster homes
- Peer group pressure
- Substance abuse
- Anti-social behavior
- Limited education
- Developmental disabilities such as Fetal Alcohol Syndrome
- Immaturity

He mentioned the problematic and negative MOB (money over bitches) attitude of males, which male youth propagate and female youth mimic.

Deo spoke about the youth criminal justice system, particularly about a youth who had been arrested for allegedly robbing another youth at knifepoint. Although Crown Counsel later learned that he hadn't committed the offence, the youth stated that it was easier for him to serve time rather than fight the charge in court.

Deo told delegates that he along with two constables dealt with youth issues. They relied on a huge network of friends in the community that helped them monitor these youth, including Youth Crown, Probation Services, and Youth Outreach Teams, while also overseeing the Victoria Police Restorative Justice Program. He cited the work of VicPD's "Yankee 10" vehicle that pairs an officer and social worker to attend scenes.

Constable Paul Brookes spoke about his involvement with the Youth for Change and Inclusion (YCI) Camp, which the Department has actively supported for the past nine years. Brookes cited the problem of what he called the "adultification" of youth. Youth perceive themselves as adults, or feel the expectation to be adults, while not possessing the adult skills to cope with life's challenges. In his view, these were great youth who needed help from adults. Brookes became involved with the YCI Camp at its inception in 2003. At the four-day camp, youth learn about issues like racism, discrimination and homophobia among others. The youth participate in various activities that promote self-esteem, teamwork and the like. There are now YCI clubs at high schools. Guest speakers at either the camp or the clubs have included among others, Vreena Virk's parents who spoke on bullying and racism and a Holocaust survivor who talked about the horrors that occur when humanity goes wrong. They listened to Alex, a residential school survivor, who spoke about his experience of being torn from his family as a child. The youth have learned conflict resolutions skills and leadership skills. Their experiences at camp have motivated many to change the direction of their lives.

## **Workshop 4: Crime Free Multi-Housing**

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### **Speaker**

Constable Dale Sleightholme #45  
Program Manager  
Victoria Police Department

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Crime Free Multi-Housing (CFMH) is an initiative started in 1992 in Mesa, Arizona. It was designed as a safety program for rental housing through a coalition of police, property managers and residents. It now exists in over 1500 cities across North America. The goal is to help owners, managers and residents of multi-unit rental properties work with the police and other agencies to keep illegal and nuisance activity off their property. The result of this team effort is a safer, more habitable environment in which to live. Constable Sleightholme has personally seen the tremendous impact this program has had in reducing crime, which translates into huge cost-savings over time. It is the most measurable difference maker he has seen in his 12-year experience as a police officer.

Although Victoria uses this program only for rental properties, there are programs available for many other kinds of multi-housing residential complexes, including condos and institutional-related housing. There are 3 phases to the program. These are:

### ***Phase 1: One Day Training Workshop***

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Owners and managers attend an 8-hour training session. Topics include how to select tenants property, how to get rid of bad tenants, identifying illegal activities, building security and other safety issues.

### ***Phase 2: Security Assessment (CPTED)***

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CPTED (Crime Prevention Through Environmental Design) is a thorough review of a building or complex with a primary goal of creating an environment that encourages good behaviour and discourages criminal activity. Constable Sleightholme makes use of 50 reserves (non-police staff) to help in this phase. They are trained to carry out the reviews and assist in follow-up meetings as well. Key elements of a safe environment include:

- Surveillance: This includes elements such as proper lighting, landscaping, and fencing. Good Surveillance results in the ability to see into or out from an area. It allows good people to see into an area and gives the criminal the sense that they may be easily seen.
- Access control: The goal is to limit or deny access and control movement.



- **Maintenance Activity:** Good maintenance deters criminals and bad tenants. For example, it is important to get rid of graffiti immediately. Keep the outside of the building tidy. Poor maintenance gives the sense that people don't care and it attracts bad tenants.
- **Activity Support:** The goal is to create opportunities for residents to interact and participate in events, get to know each other and congregate. The bad tenants don't feel comfortable in these environments.

**There are three main supports for these elements:**

- **Movement Predictors:** These are routes or paths that people predictably move in. Examples include entrances/exits, staircases, parking areas and dumpsters. Focus on making these areas secure and safe.
- **Lighting:** This is one of the most effective crime deterrents. Proper lighting discourages criminal activity, enhances natural surveillance and reduces fear.
- **Security Hardware:** Good hardware makes it harder for the criminal to get in. Examples are deadbolts, strike plates, secondary locks, engraving and security window film.

CFMH has specific security requirements including all of these elements outlined in their program.

### ***Phase 3: Safety Social Meeting***

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In this phase, the residents receive education on the program and are advised of their responsibilities. The property hosts an annual resident Safety Social to maintain certification in the program. The meeting builds awareness, facilitates partnerships between residents and law enforcement, and fosters personal responsibility. Residents become the "eyes and ears" for the property and surrounding community.

### ***Benefits of CFMH***

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**For property owners and managers,** the benefits include an increased demand by desirable tenants, improved occupancy rates and a stable and satisfied resident base. Monetarily, they have lower maintenance and repair costs, improved property value and fewer resources spent on crisis management. Overall, a healthier and safer community. Promotional incentives include signage for CFMH Certified Properties and permission to use CFMH logo in rental advertisements.

**Residents** have a safer, more desirable place to live, with an increased feeling of ownership towards to property and community. They also have a proactive and reliable management team.

**For police and the City,** there is a reduction in criminal and nuisance-related police calls for service and resulting increase in resources available for other needs. It facilitates a positive approach between police and the citizens and results in a safer, healthier community.



Overall, there is a tremendous cost-saving over the long-term, as police and property owners spend considerably less on criminal and nuisance related activities. It also reduces crime as more and more buildings engage in the program.

### ***CFMH Agency Support***

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- BC Crime Free Multi-Housing Committee: They hold meetings every 2-3 months.
- International Crime Free Association: This agency holds the license for this program. Their website is: [www.crime-free-association.org](http://www.crime-free-association.org).
- Residential Tenancy Office (RTO)
- BC Apartment Owners and Managers Association

### **FOR MORE INFORMATION, CONTACT:**

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## **Workshop #5: “Enduring the Pace: Taking Care of the Troops and Ourselves. A leadership issue”**

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By – Roger Girouard

- Workshop Inspired by Lind Duxbury Report
- Focus on issues facing those having high-risk jobs.

**“Policing is work or family”** – Linda Duxbury

### **Workshop Break down**

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- How
- Intro
- Context
- Who we are
- How we serve
- The heat and light under which we perform today: The way policeman work now, is very different than the way things were in the past. Expectations of how you are perceived is much more scrutinized now days.
- Stories: (conversational discourse is better than lectures and talking heads): Speak of stress drives

### **3 stories**

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#### **Swiss Air 1998**

- Swiss Air airplane crashed in 1998, all lives lost.
- First challenge →Where did they have to develop a picture of the scenario? Dealing with media, and the toughest was dealing with families. 400 people in Halifax were to be told that they lost their family members.
- Drew all PTSD experts in Canada, buried out all councilors they had, anyone that went out to the field had a decompression debrief when they came out. The divers from the scene suffered from PTSD.
- They tried to organize themselves as best as they could to minimize the harm that could be caused to their staff.
- Roger did all the family briefs during this time, and then he stayed around because not everyone was comfortable asking questions in the brief.

- Dealing with someone else's package of pain is hard but reminding yourself that you can't internalize it is even tougher.
- Gave their families a safe zone at a Hotel where the media didn't have access.

### East Timor

- 150 thousand lives cost in the Guerilla war.
- East Timorese were cut out by the Portuguese and then by Indonesia. They were excluded from society.
- Our folks did security work and would try and find some of the gangs (who flew over the border).
- Our workers would try and find out and gather information although it was very tough because most evidence was destroyed and hard to find. They typically tried to get information from village Elder's and then work from there. Although many were too scared to talk.
- Many of the Guerilla gangs would kid nap East Timorese and keep them as hostages.
- Those working in the field often had a hard time dealing with their tasks at hand.
- Children and women were the ones that suffered the most, those working with them had a really tough and sad job.

### 2003- Naval Task Force in Arabian Golf

- The scenario was challenging. Canada said it wasn't going to war with Iraq, although we were.
- This naval task force was following and tracking suspected terrorists.
- Canadian ships at the time were in place to help protect U.S warships during Iraq war.
- Frustrated by Canadian Politics.
- In an operational sense, Canada was going to war although in the political discourse sense we weren't.
- It was a very hard on the moral of those on my ship; those willing to serve and risk their lives were wondering if the government would in fact have their back.
- Troops began to question why they were there, Mr. Girouard tried very hard to bring up the moral of his people, although it was extremely challenging.
- Average age of Canadian Sailor 22, and immature.

- Lots of cultural rubs, how do they deal with that? What is their prime motivator? The wellbeing's of the families is always very important and helps them get out of these tensions.
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How do you deal with all this? Roger says he has to be selfish and have great self-control management because if you break down you won't be any help to anyone. You have to be nimble enough to go and get information, and knowing what your burden is. You will always be impacted by the emotion it is inevitable however, being humble enough to know that you can only do so much, and that you only own so much of this issue is what gets you through it. For the folks that need clarity, I have to be able to do so. Sometimes this means getting the message out there through one of my colleges, although if I can I like to get the message out there myself because you can't fake sincerity.

**Reflective Questions asked by Roger Girouard to group:**

- 1) What 3 things eat you up?
  - What is it that the institution should, could, might?
  - As policemen, what type of conversations do you have with your staff?
  - Does your agency have a moral element of support?
- 2) Why is that?
- 3) What mitigates the impact?

**Close**

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So does the exercise above conjure up any more questions for you?

- Turning stressors into something good
- PTSD was something that people thought was based on one moment, although today this doesn't seem to be the case. It seems to be more so caused by an accumulation of stresses.
- Not engaging in "I could have done more" and simply focusing on what you have done.
- We are long past suck it up cup cake or the idea of be a man? People now realize that high stress jobs have many consequences, (higher divorce rate for example).
- How we develop people to deal with stressors is key. Providing support is very important.
- For organization that don't have proper support, they generator more stressors, and societal bills start piling up.

- Need to make sure we pin the services that need help. It is also important at the board level to be aware of the stresses that they create.
- Who looks after the leaders? Something to be mindful of. A lot of it is to manage expectation as well.
- Where is the understanding that fight flight isn't always easily controllable? Do standards for public service have a place? Absolutely but compassion in expectations and bringing them back to a reasonable place is crucial. It isn't a perfect world out there. Things will go wrong in this security business. The individuals that you investigate and assess reconstitute, and the lessons they learn allow them to come out a lot stronger. They then have the capacity to teach younger generations about their mistakes.



## ***CAPB THANKS OUR GENEROUS BRONZE SPONSORS***

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