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CANADIAN ASSOCIATION of POLICE BOARDS

CONFERENCE 2013 – AUGUST 15 - 17

BRIDGING THE GAP: POLICING & MENTAL HEALTH

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CAPB BOARD OF DIRECTORS & EXECUTIVE 2013-2014

Board of Directors

The following people allowed their name to stand and were subsequently elected as Directors of the Board of the Canadian Association of Police Boards at the Annual General Meeting in Saskatoon, SK on Friday, August 17th, 2013.

*Nola Folker-Hill, Kentville Police Commission, Nova Scotia
David Walker, Bridgewater Board of Police Commissioners, Nova Scotia
Jonathan Franklin, Saint John Board of Police Commissioners, New Brunswick
Laurie Williamson, Peel Regional Police Services Board, Ontario
Mary Anne Silverthorn, Woodstock Police Services Board, Ontario
L.A. (Sandy) Smallwood, Ottawa Police Services Board, Ontario
Charlie Clark, Saskatoon Board of Police Commissioners, Saskatchewan
Rob Stephanson, Weyburn Board of Police Commissioners, Saskatchewan
Cathryn Palmer, Edmonton Police Commission, Alberta
Rod Forsyth, Medicine Hat Police Commission, Alberta
Karla Rockwell, Delta Police Board, British Columbia
Joan Kotarski, Victoria Police Board, British Columbia
Ron Skye, Kahnawake Peacekeeper Services Board, Quebec
Alok Mukherjee, Toronto Police Services Board as Past President*

Executive Committee

At the first meeting of the CAPB board of directors, the following members were elected to the Executive Committee:



*President Cathryn Palmer, Edmonton Police Commission, AB
Vice-President Jonathan Franklin, Saint John Board Of Police Commissioners, NB
Secretary-Treasurer David Walker, Bridgewater Board of Police Commissioners, NS
Past-President Alok Mukherjee, Toronto Police Services Board, ON
Executive Director Jennifer Malloy*

for more information, visit: WWW.CAPG.CA



DAY 1 - WELCOME & FIRST NATIONS BLESSING, OPENING REMARKS & CHIEF'S ADDRESS

ELDER LINKLETTER — Welcomed delegates and gave the First Nations Blessing in Cree, which was translated by Ojibua-Soto to English.

MAYOR DON ATCHISON, MAYOR OF SASKATOON — There were difficulties present in Saskatoon when Chief Weighill entered his position 7 years ago with 5 years left, the Mayor demonstrated his delight in the good turnaround of the city with the help of the Board, Council and Chief's efforts and hard work. The new Police Headquarters is an exciting progress for the service with the facility opening in January 2014 allowing for the sale of the old facility.

The Chief, the executive team, and the Board have found their success in listening to the public, and listening to the police officers. "We should not be afraid of the prospect of failing, but rather excited by the concept of being the first to accomplish a task". Saskatoon is known as the City of Bridges and when focus is on working collectively in the same direction, one can accomplish more, and for this reason Saskatoon has had number one economy in the last three years. And we will have prosperity for the next 25 to 50 years while we work to help those who are less fortunate. With the presence of Chief Weighill, Saskatoon is a happier and more vibrant place.

CHIEF CLIVE WEIGHILL, CHIEF OF SASKATOON POLICE SERVICE — After welcoming delegates, the Chief explained that the bulk of issues for police are now spent on mental health and social ills in society. "We have a role to play in society in grappling with society's ills". The Saskatoon Police has experienced a metamorphosis in the last several years with the city's population at 248,000, with 639 Police members.

There were a few events, which lead to a very poor public relations issue facing the Saskatoon Police, some of which included:

- In 1992 Neil Stonechild, a Cree Canadian First Nations teenager who died when last seen in police custody;
- In 2000 there was a drop of Aboriginal person off out of the city – 2 officers went to jail;
- RCMP investigation 1-800-number was instituted to call in complaints to police;
- In 2001 Police Chief misspoke to media leading to his dismissal;
- In 2002 – 2004 Commission on First Nations and Metis People and Justice Reform with Chair Wilton Littlechild; and
- 2003 had the highest crime rate in Saskatoon, labeled as the #2 crime city in the Nation.

Concerns and Changes

In 2006 policing concerns were the number one issue among the Saskatoon police and things have greatly changed in the last few years, with increased pride and morale among the Police Service. In 2006, when Chief Weighill arrived, change management parallels the reaction to death, dealing with the following reactions; denial, resistance, exploration, and finally, acceptance. Fortunately, there was little denial and little resistance; people knew that change was needed and the problem was that the Police Services were trying to do "everything". Therefore, they decided to put police back on the street, and promote community partnerships and geographical deployment, allowing officers to get to know the community intimately.

COMPSTAT policing (1992, New York Model); every morning, looking at crime that has happened the previous day, followed by operational meetings to know where to put resources. Reviews and meetings with the Union President about crime themes continue on a monthly basis to develop a systematic way to address the specific crime taking place. Positive Peer pressure took place, as Division Directors wanted to do well and the inclusion plan included: all Sergeants, Staff Sergeants, Inspectors, Superintendents, and Deputy Chiefs. This demonstrated the priority of the services transparency to its community. Individuals involved have a clear understanding that being open to new ideas that are logical lead to a greater 'buy-in' by all involved.

Results and Suggestions

- The results of the re-deployment were successful because there was a movement away from administrative jobs to patrol. During this time not one grievance was filed / issued;
- Simplistic and common sense names were reclaimed (i.e., Patrol / Bike Unit), so that the population could understand where and how police officers were deployed;
- Stakeholders and the public were able to communicate with re-deployed police;
- Middle Management was feeling constricted by policy, but by involving them to see the goals behind the initiatives, progress was made;
- As a result of the Stonechild Inquiry there were more Aboriginal Police Officers, higher Aboriginal recruiting, GPS in cars and including various other recommendations which were all implemented;
- External Communication was achieved by working with the news media and presenting PowerPoint's on goals to reduce crime, increase public confidence in police, improve relations between police and Aboriginal committees, reduce traffic collision, minimize spending;
- Involving the media and being upfront in providing information as fast as you can builds good rapport and a trust factor with the public; also, using social media tools for crime prevention services provides for good public relations;
- Internal Morale survey with a 90% survey response show where present morale stands among police officers there has been an increase from 21% in 2005 to 95% of reported positive morale and pride in their job; a new policy of no bad-mouthing Union among executives because it decreases morale;
- Meeting monthly with Police Union has been very beneficial, rather than meeting upon a problem arising; internal communication within an organization is very important and requires a leap of faith;
- Changes have been made to the Saskatchewan Police Act through commissions and inquiries on how police misconduct is handled including the priority and importance of civilian oversight, however, bogus accusations, will result in public mischief charges;
- In 2010, telephone and internet surveys were implemented. The finding was that the computer responses were more negative (than speaking to someone with a voice), but overall, dramatic improvements came from this;
- In 2005, 48% of Aboriginals had faith in the police community, but now this has risen to 78%; First Nations elders advise the Chief of Police in their quarterly meetings ran by Elder Linkletter, with the support and initiative of the Saskatoon Police Advisory community who has a committee on Diversity;
- 3 years ago the Saskatoon Star Phoenix reported a perception of the Police Chief and Police Service moving away from glossing over problems towards the service taking great efforts to address shortcomings;

- Efficiency comes from putting more police officers on the street resulting in calls being responded to more quickly, meanwhile ensuring that each officer addresses and resolves the issue before the end of their own shift to allow other divisions to address other tasks i.e. obtaining search warrants, etc.;
- Police Boards should have a direct involvement in deciding what is to be measured. At the end of the year, a measurable component is brought to the goals presented.



DAY 1 - OPENING PLENARY: 'CHANGING DIRECTIONS CHANGING LIVES'

LOUISE BRADLEY OF THE CANADIAN MENTAL HEALTH COMMISSION – Applauded the police force for making mental health an issue, and talking about this in an open and forthright way. Mentioned that there are many opportunities to collaborate together regarding mental health. Louise expresses that there are more stressful occupations than being a first-responder to crisis scenarios and has come across the same clientele as police as a nurse in a hospital and community setting as well as working in forensics and corrections.

Issues Surrounding Mental Health

Mental health issues have increased 60-70% since 1997 and everyone encounters people with mental health challenges in their jobs daily. There is a significant likelihood of people with mental health illnesses who are victims of crime and there are 1 in 5 people (1 in 3) in a lifetime will experience mental health illness. Vancouver reports up to 1 out of 3 calls involve mentally unhealthy individuals and police encounter these individuals quite often. Assuming Canada's police officers are first-responders means that 1.3 million interactions of police officers are with mental health sufferers each year.

Unfortunately there presently is no commonly accepted curriculum for dealing with those with mental illness and increased and better education system is needed, tempered with contextual factors such as organizational, social structures, who should be taught and by whom. Overall, cultural considerations must be adhered to. Currently in existence is TEMPO, which consists of training and education of mental illness for police officers. TEMPO 101 is a basic education on mental



illness and TEMPO 401 is an advanced learning curriculum for joint police and mental health teams. It is imperative to ensure into looking at de-escalating the situation before any type of force is used, this is an area of concern and interest among most Police Chiefs across the Nation.

Actions

As identified in the TEMPO report, there are many tools and ways to address mental health education, mental health first aid course refers to knowing symptoms and signs of mental health issues and what to do when realizing a mental health problem/illness is present. This course spanned from psychological safety in workplace to schools and homelessness provided to first responders in Fire Departments. They reported it was the first time that such a discussion on mental health issues took place. Many police departments now have mental health employees on staff for training to take place. Police officers are very likely to encounter the population of the homeless, who represent 25-50% of mental health disorders. Despite the social security system an estimated 150,000 to 300,000 homeless costs an extra 7 billion dollars in health care, justice, corrections, etc. Some homeless are so desperate for shelter that they purposefully provoke situations that will bring them in contact with police.

The AT HOME/CHEZ-SOI is a housing-first initiative providing housing with no strings attached. This initiative has provided 1,000 people with homes and these individuals are still residing in the same homes. These individuals, 2 years after, have been using detention centers and emergency rooms 50% less. This action proves to be an effective and cost-saving initiative utilizing an upstream approach reducing interactions between those with mental health illnesses and police officers.

Results

Housing First is about spending smart. The price of shelters far outweighs the cost of providing the mentally ill a place to live. Every 10 dollars spent in the At Home/Chez Soi initiative exists a savings of 7 dollars, those that are the highest users of shelters, for every 10 dollars there exists a 22 dollar savings.

Suggestions

Up until 10 years ago Canada was the only G8 country that did not have a mental health initiative. There are 7 million Canadians (20%) who live with mental health illnesses. Each week 500,000 employees miss work due to mental health issues, it is time to redefine what the work place is and this includes police officers. Mental illness continues to be fought with discrimination and stigma and it is imperative to ensure that stories are shared and the public and service providers are made aware of the issues surrounding this topic.

A female officer encountered PTSD as a result of independently responding to an unpleasant suicide scene. Sadly, this 27-year-old woman did not receive intervention and reverted to ending her own life. The largest obstacle to get help for people is ridicule and rejection; however, avoiding intervention comes at a high price for police boards and employers in general. Failure to provide intervention costs our country 50 billion dollars annually.

Employers need to assess workplace hazards, and find ways to address them, review the standard and commit to it and identify a workplace champion, identify gaps and use tools in the standard and develop a policy statement.

For more information visit: WWW.MENTALHEALTHCOMMISSION.CA



DAY 1 - FACILITATED FISHBOWL DISCUSSION ON MENTAL HEALTH

CITY COUNCILOR CHARLIE CLARK FROM THE SASKATOON BOARD OF POLICE COMMISSIONERS & DIRECTOR ON CAPB

— The purpose of this session is to be an interactive dialogue and ask what we need to think about as a community surrounding mental health issues both in police dealings and addressing mental health of police officers. There have been a lot of ideas developed to change the effectiveness of dealing with mental health issues from different perspectives, the panel consists of Laura Sky, Dr. Jane Dickson-Gilmore and Chief Frank Elsner.

CHIEF FRANK ELSNER FROM THE GREATER SUDBURY POLICE SERVICES BOARD

— Chief Elsner has served as a police officer for 30 years and is in his 5th police organization. Sudbury Police Service has made changes in order to become part of the community; in fact being part of the health of the community is now part of the mission statement. The problem was dealing with the same individuals on the same issues again and again. The only option was to take that individual to an acute care facility, a hospital and officers were tied up with that individual until a doctor released them, emergency rooms were being tied up with assessing mental health issues, and hospitals were having trouble maintaining services for all the mental health requests. Chief Elsner believes that armed state intervention into your home because you have a mental health issue is wrong. These individuals need help and support. Mental health professionals can spend hours with someone assessing them, police officers often only have seconds to decide what to do.

Actions & results

The service allocated funds away from hospitals as the primary facility for dealing with mental health services and put funding back in the community. Change has been created, as individuals are now taken to a secondary facility in the community where mental health professionals do follow up and triage. There is a crisis response team, which can actually attend the scene of mental health related calls with police officers. The results are that numbers of mental health related calls that officers respond to have reduced by 25%.

DR. JANE DICKSON-GILMORE, ASSOCIATE PROFESSOR CARLETON UNIVERSITY — Dr. Dickson-Gilmore has spent 30 years in various rural and urban communities researching First Nations issues. She agrees that the idea of mental health issues is an invisible injury. Mental health in an aboriginal context is difficult to define because from an aboriginal perspective, mental health, physical health, loss of relationship to the land, language, cultural, and the spiritual health is all connected and can't be separated out from who we are.

Issues

There are 75% of people who attended residential schools who have mental health issues, substance abuse issues or PTSD. With the intrusion of the Indian Act policies of assimilation have created contexts in which women are 3 times more likely to be a victim of spousal abuse and children are 6 times more likely to be taken into care, putting them at a greater risk of being in contact with the law. There is a 90% unemployment rate in Aboriginal communities with



those who are employed being employed through government means. There are 40% of homes that have more than 3 families living together, 40% who live with undrinkable water, and the most common means of death for Aboriginal youth is self-harm (6 times more likely) with one police officer suicide for every suicide of an Aboriginal youth or young adult taking place. On the reserves there is an asymmetrical relationship with band councils which often have high level of responsibility with limited freedom to act. Some band councils are poorly administrated and there exists a high level of conflict, violence and disorder in the community.

Actions/Suggestions

Band police/peace-keepers who are on the reserves are part of the communities from which they come from, they carry the same heavy weight as the community members they serve, they are often in the difficult position of having to enforce unworkable laws with family or friends. Crime of conflict from which stems “un-wellness” should be approached from the point of a healer ‘do no harm’. Residential school issues are not an excuse for destructive behavior but rather an explanation and must be listened to and finally treatment should be offered with compassion for the one who is ill and bring healing. The reality is that factors of depression, poverty and traumatic experiences must be addressed and must look for explanations and not seek excuses.

Laura Sky, Documentary Film Maker – Laura Sky’s expertise comes with interviewing police officers with PTSD and is a documentary film maker who believes that mental health issues are not normally seen as a police issue. In the 80’s and 90’s de-institutionalization was realized and this brought about police officers now being the first responders to these same people that were

deinstitutionalized. In 1997 Edmund Yu was shot on a bus and 3 officers attended. Within a short period of time this incident created great fear within the mental health community. There was a great concern within the police service over this issue in how the police officer handled the situation, what questions she asked herself and what support was offered to help her deal with this incident. Laura has observed police training services and worked in the Survivor Community, which is where there are people with mental health issues and those recovering from mental health issues.

Laura Sky’s new project is on military families with a family member with PTSD and the effects on children in the family. PTSD is a silent injury; mental health issues are silent injuries that people do not talk about. Reporting a PTSD issue as an officer is a liability to one’s career, it is imperative to get more help to people with mental health issues within police ranks, and the answer is not in taking money from one institution and transferring it into policing.

Fishbowl General Discussion Topic: What is the role of healing and is this a concept that police have?

Laura Sky has observed police on the job for 3 years, riding along in the back of police cars. She says that we need to ask ourselves if mental health calls should even be a police issue, it has only become a police issue by default because we have never decided on it. De-institutionalization created a lot of problems, as people were released into the community without support. The crisis rate inflated, in turn police have become the first responders to mental health crisis. Police are left putting out fires, dealing with things they are not trained for and money was taken out of mental health care, but was not replaced into the police or any other system to help communities with these issues.

Laura's husband is a type 3 diabetic, fluctuating insulin levels would sometimes result in odd behavior. In situations where 911 was called she would have to be cautious as to how she would phrase scenarios so that medical personnel would come rather than police. We have to ask ourselves as a community, do we want police to be first responders to people who are not a threat?

Chief Frank Elsner agrees that front line responders are not trained for this and individuals are not getting the help they need. The funding is the issue that needs to be changed, at the first request for funding to deal with mental health issues in the community, the chief was offered additional money for more police officers, which he then turned down. That money was better spent on qualified mental health professionals who could provide the support to stop people from being in contact with police in the first place.

Jane Dickson-Gilmore explains that her experience with sentencing circles in aboriginal communities has shown that this process allows for a very narrow jurisdiction preventing them to deal with family violence for example. Children who act out with vandalism, etc. are actions resulting from violence at home, which is the very issue that can't be dealt with. There needs to be more respect given to Aboriginal people, providing them with respectable homes, schools and jobs. The Aboriginal youth who escaped inner city impoverishment were found to share the same change in that "when things got really bad, one person was there to help me", the police can be that person.

Chief Frank Elsner believes that leadership needs to exist and we should diminish our fears. Police can no longer be the sole proprietors of safety in our communities. Prince Albert saw improvements when some of the police budget was shifted to buy interventions. We must address the mentally ill in a way that bypasses the hospitals and police; they need help and response, not police and hospitalization.

Laura Sky expresses her concern with police officers suffering under this current model as they are traumatized by a policing system that will never work in addition to seeing things no one wants to see in their whole lives. There is a plea in how we change the conversation; open up the conversations in the community as to what is a policing issue/health issue/poverty issue. We need to bring about leadership that is willing to take financial and programming overhauls, and those who have survived the psychiatric survivor communities have great solutions to share. People must take a risk and ask the people who have survived the system to create that change.

Jane Dickson-Gilmore expresses the importance of having leadership at the highest level where someone will stand up and say that this is not acceptable and that it is unfair for a country as wealthy as this people have to live in such circumstances. Everything is connected, police are traumatized because we have communities that are traumatized. When a police officer goes to a call for which s/he has limited resources, the recipe for things going wrong is present. Jane explains if we can change the psyche, we can improve the psyche of our communities.

Direction to Conference

In your groups, discuss the issues of what is needed. For 15 minutes, groups talk about the issues:

1. What can you as an individual in your role in Police Services do to take action on Mental Health?
2. What direction would you like CAPB to take?

SPEAKER 1 - Police must have more involvement in Community Schools (as friends to students), instead of one police officers serving 33 schools (140,000 people in area), or having mental health workers



inside of school systems to begin with, and having police officers partnered with these teams.

SPEAKER 2 - NIAGARA REGIONAL POLICE SERVICES

BOARD: I concur with police involvement in schools. We need to highlight prevention. Complimenting Chief Elsner's confrontation of the health system, we need to stop treating symptoms, and start solving problems and put an end to the band-aid approach. Real leadership must take place where all institutions contribute to public safety. Somehow some leadership at the top needs to take place, which forces everyone to have to work together.

SPEAKER 3 - VANCOUVER POLICE BOARD: Two aspects of prevention are first determining etiology of mental health issues and secondly addressing the concept of reducing poverty and homelessness. We need to focus on youth for early and appropriate intervention. Police could be that person that people in crisis turn to. In terms of services, I appreciate what Sudbury is doing. We need other options other than taking people to acute care hospitals. We need joint advocacy from Provincial and Federal governments.

CAPB should take a stronger role in urging the federal government in its role. The CAPB could be more active in looking at Police issues and Police's own mental health issues.

SPEAKER 4 - TRURO POLICE BOARD: These issues were highlighted in today's newspaper. Through a more integrated approach, we will have a greater amount of success. A present barrier is that institutions feel that they have an inability to share information. This is not a police problem; this is a community problem.

SPEAKER 5 – SUDBURY: We have problems in regards to mental illness and how we deal with it. In the 1960's, we had a police officer

shot and killed by a man suffering from mental illness. The police officers were going to pick him up and bring him to a mental institution. This says that we have come a long ways, but we have a long way to go.

We must give credit to Chief Elsner, as we cannot have 10 cruisers taking people to the hospital. The lobbying at the federal level must happen.

CITY COUNCILLOR CHARLIE CLARK: In Saskatoon, we have had a point where instead of everyone going off and doing their own thing, we have a table getting together which has led to the same message being reached out to everyone, creating the turning point for Saskatoon on this issue.

SPEAKER 6 – SASKATOON: We are dealing with a form of illness that has a long standing history of being complex, poorly understood, and mental health professionals in the field that have not captured and got hold of these illnesses like others have. This lingering stigma is still around after decades. Mental health is complex, and psychologists and psychiatrists have not kept up in addressing these issues. We are missing the mental health field, and the government from this meeting. These are the two agencies that are in neglect.

SPEAKER 7 - WEST VANCOUVER POLICE BOARD: Putting more money into intake time was a good investment for our region. In doing so, we have addressed some mental health issues. We now need gems of hope and examples.

JANE DICKSON-GILMORE: In response to Brink's comment, there are things that money can and cannot fix. The money came after the step that came after the individual who refused to accept the status quo. First you need someone to step up and make things happen. Lots can happen without money.

SPEAKER 8 - OTTAWA POLICE SERVICES BOARD: We hire somebody from the mental hospital to drive along with police officer on heavy call nights (Friday & Saturday), including an intern, we also have psychologists to deal with and handle the stress on the police officer. We also have Aboriginal officers who come along to speak to the Aboriginal people and in my opinion we should hire more service providers experienced with mental health issues rather than hiring police officers.

CHIEF ELSNER: We need to get away from the discussion about money. We need to get to the discussion of providing the best service we can provide. I don't think a police response is the best response. Rather, a medical response is the best.

SPEAKER 9 – EDMONTON: We are all preaching to the converted. We understand the problems of mental health. I ask each of you to go home at the end of the conference and make a difference. Go out there and speak with everyone in your circle at dinner parties, on the street, in elevators, to MLA's, city councillors. The time is now to wrap our heads around mental health issues.

SPEAKER 10 – DELTA POLICE DEPARTMENT: Our police officers are across the country dealing with people with mental health issues. As a mental health worker, I see the privacy issue as a problem. Police only see their police history and not their personal mental health issues in the past. They need to be able to access a health record.

CHIEF ELSNER: This is exactly what we're dealing with right now. We are advocating with government regarding the prohibitive privacy laws. This results in much information not being released that would be beneficial to know.

LAURA SKY: I know you want solutions, but we worked long and hard in the mental health world to the right to privacy. When I did ride-alongs, I was disturbed by how much information the police were able to retrieve from the computer.

JANE DICKSON-GILMORE: We need to get to a place where people in mental health crisis do not have to call police in the first-place. We have a long way to go.





DAY 1 - LUNCH SPEAKER: THE MORDEN REPORT ON THE G20

STEVEN BOORNE has been practicing in police law advising multiple jurisdictions of police boards for 20 years. Sir Robert Peel developed the Peel principles to define an ethical police department, Peel states:

"The ability of the police to perform their duties is dependent upon the public approval of police actions. Police must secure the willing co-operation of the public in voluntary observation of the law to be able to secure and maintain the respect of the public."

Police governance in a democratic society is a delicate balancing act, there are requirements for independence of police, free from political interference but policing must reflect community values and any mistake undermines public respect for the police therefore, revision of mistakes should be taken place to renew public confidence.

Background on G20 – June 2010 in Toronto

Due to public criticism of policing over the events that took place at the G20 meeting, retired Justice John Morden conducted an independent civilian review. Justice Morden made several recommendations, covering a wide variety of topics such as information sharing, crowd control, management of temporary detention facilities, etc. The following discussion will talk about the recommendations regarding responsibility of police boards. We will need to exercise caution since the recommendations are made with Ontario legislation in mind and may not be applicable to all other jurisdictions.

The following are areas that will be discussed:

1. *What is the role of the police board in overseeing the police department (and how to manage this role which is greater than traditionally thought);*
2. *How and when should information be shared; and*
3. *Implications.*

Clarifying the role of boards in overseeing municipal police departments

Morden found that there has been a long-standing misunderstanding over the kind of oversight needed by boards to provide. Traditionally police boards have not questioned the police chief on operational matters to avoid being seen as "directing" specific police operational decisions, this however is not based on law. In order to fulfill its oversight responsibilities the board can and should inform itself on police operations and make recommendations. The lack of involvement of the board caused some of the problems, which happened in Toronto with the same problem being widespread among other jurisdictions as well. The issue lies in that boards are reluctant to ask questions and make recommendations on operational matters.

The law had not been clear but in Ontario a 1990 revision of roles and responsibilities revamped the law and made clearer that the board is responsible for adequate police services in community, board shall determine policy, after consultation with chief, the chief will administer the police force, and oversee operations in accordance with policies established by the board, the board shall not direct chief regarding

particular decisions, and routine day to day operations and finally the board should make decisions about the structure and environment within which policing occurs to maintain proper civilian oversight.

How and when should the board and chief be sharing information?

Protocols and policies need to be established and must be practical and effective for “real world” policing. The chief must be prepared to share information traditionally viewed as operations. Board needs to know what the issues on the ground are, so that a new policy will be effective and take real operations into account.

An understanding is needed in what a critical point is in policing and recognize when it arises. A critical point is defined as an operation or event for which advance level planning at community level is required and it’s impact on the department as a whole, not just on a portion of it and boards need to be involved at this level.

Boards must be aware of policy application, if policy is sufficient or if changes need to be made. An example of operational use is to decide how and when tasers should be used. An example of policy issues are things such as what should the resource allocation for purchase be, at what level should it be provided in order for police to be in accordance with community values. Boards should stay involved for the life of an event and may make suggestions to police if the board feels policing is out of sync with the community. Boards need to be actively involved in deciding what the objectives and priorities for the operation are.

In order to succeed in the application of Morden's recommendations, it will require a shift in approach from both chiefs and boards. There are no firm answers for how Morden’s recommendations effect or can

be used by other jurisdictions in Canada, but they are considerations to think about.

Implications

Cost: Investment in training board members, what are the board roles and responsibilities according to by-laws and legislation, and how to better understand operations.

Additional training and who should it be conducted by:

- **Operations training:** best conducted by chief.
- **Role and Responsibilities training:** best trained by someone independent of police with expertise in police governance, also board should have access to legal counsel separate from counsel used by police force or chief.

Extra Staff: Investment is needed in areas of support resources for board members in terms of staff to manage new responsibilities, as there will be additional workload for members of board. The reality is that most board members are part time.

Board policies oversight: Must collaboratively work with the chief and government to be more complete, detailed and up to date, and to make sure new policies do not conflict with other policies or board by-laws. There should be some kind of internal document audit to insure that policies are relevant and effective. Perhaps boards could share information with other boards to share costs and resources

Board member code and conduct: This is a new concept for many boards although many are considering implementing some sort of code of conduct. There are many unknowns and lots of discussion needed.

Food for Thought

Question for each board to answer regarding police governance:
To what extent do we want to let the Morden Report effect what we do with our boards in our jurisdiction?



24th Annual CAPB Conference

DAY 1 - PLENARY 2: PANEL ON ECONOMICS OF POLICING

CHIEF CONSTABLE JIM CHU (PRESIDENT OF CACP), DR. ALOK MUKHERJEE (PRESIDENT OF CAPB), TOM STAMATAKIS (PRESIDENT OF CPA) AND RANDY GOULDEN (FCM) look at the National Summit on Economics of Policing, which took place in Ottawa in January and which established three pillars and a shared forward agenda. All parties recognize that policing today has many demands: efficiency, cost-effectiveness, seamlessness, integrity and cultural competency. This session will look at how to find an approach to transform policing that is practical and takes into consideration the views of all partners, and what the next steps are for a shared forward agenda coming from the National Summit.

INTRODUCTION BY CAPTAIN JOHN DEWAR FROM THE COMMISSIONAIRES (PLATINUM SPONSOR) –

Commissionaires are working for and with the police departments around Canada. They are a private, not-for-profit company and have one of the leanest overheads of any not-for-profit services in Canada. Cost is a concern of every police district, making it a priority to examine how police work is done and by whom, at Commissionaires, the belief is that there are many more ways to lower costs without lowering standards and the goal is to work with clients to provide the best match for their needs. The communities, police officers, veterans and retired police officers win by having meaningful employment where their experience and knowledge is needed.

CHIEF CONSTABLE JIM CHU (PRESIDENT, CACP) – Explains that the challenges include:

1. Police have never been more accountable; an example of this is the current situation happening in Toronto.

2. Special inquiries and levels of accountability have never been greater. The job has become more challenging than ever before; the mentally ill, the addicted, the homeless are examples of these challenges and the police never close and can never refuse a call.

3. Challenges in recruitment in policing exist and more women and Aboriginals are needed in policing. The Canadian Association of Chiefs of Police are very well aware of the practices happening throughout the world and we have seen action being taken to reduce the number of police officers.

One of the problems we have is with the wages. There is little disparity between regions. But in the US for example, a city in South Carolina salary for a Police Chief is \$150,000 whereas a California Chief is earning \$90,000. In Canada, when one contract is settled in Ontario it is imposed on other areas. The contracts in the prairies have been higher – especially Alberta, where housing costs are lower, however, in Vancouver housing costs are similar to San Jose. Comparing police officers' salaries is an issue involving police boards and police chiefs, in some places, the city is the employer of the police officers, while in other areas, the board is the employer. However, firefighters work with varying incomes, but they also do not face the recruitment challenges that police officers face. In the end, the service, context, resources are all local. We need to keep in mind that paying according to local does make sense.

DR. ALOK MUKHERJEE (PRESIDENT, CAPB) - For several years now, CAPB has been raising issues regarding the economics of policing. It is a topic at every CAPB conference, because board members have been taking the brunt of backlash regarding budgets of police services. There are costs imposed as well, by factors such as downloading to the municipal police service from different levels of government. For the most part, the discussion has been in the cost

of policing. Our main concern has been to find ways to reduce the cost. The issue is now described as “the economics of policing” or “sustainability of policing”.

There is a notion that the cost of policing is exorbitant if not out of control. The CAPB has argued in comparison with providing other services, we do not have an objective, evidence-based method of what the true cost of policing is. There needs to be a comparison of policing cost to other services that the communities provide. There needs to be an objective benchmark on what needs to be provided, so it may be measured. There needs to be a comprehensive analysis between policing today and of a more flexible model that does not rely solely on an officer for providing the services. Partnerships must be found within our communities, as well as a different scheme of standards. There also needs to be accountability of a clear identification of what police services and local organizations are delivering that belong to other forms of government, and a discussion on whether individuals are deserving of financial relief from other agencies such as education, mental health and the health care system. It would benefit stakeholders to engage in a conversation.

We need to clear up the compensation that we provide, and come to terms with the jurisdiction issue. There are things we do that should be the responsibility for others to do that we should be subsidized for.

TOM STAMATAKIS (PRESIDENT, CPA) - Explains the inconsistency in the strains of mental health on police officers, explaining that this is due to different orders of government and multiple models of policing. Therefore there is a need to gather information around programs and initiatives and consistently applying them to produce new models. Tom expresses his frustrations by monetary aspects of cuts, which ironically do contribute to existing mental stress and exacerbate existing mental health issues, and yet

we still have police officers showing up to go to court after finishing a 12 hour shift. They are showing up on very serious issues in court (victimized people) and they are exhausted. Tom consistently deals with female police officers that are, soon after having a baby, still needing to show up in court for their jobs. Tom argues that in the 21st century, a properly trained police officer is the best person to respond to a mental health crisis and would like to learn on how to do it better to avoid crisis that happens in our country.

In moving forward Tom believes it must be done collaboratively; CAPB, CPA, CACP & FCM. This means different things for different groups. There will be financial and political constraints, but they need to be set aside. Making provocative comments on whether it is police wages or bargaining legislation, and other comments don't help the discussion along. Controlling costs must also be looked at, and not only in terms of spending but looking at value. We must look at how we're policing. The CPA is publishing a resource book with modules around policing in northern communities, private policing, economics of policing, a professional police officer in the 21st Century in September 2013. It is critical when making decisions to make informed decisions. In the fall, October 27-30 2013, CPA will be hosting a conference surrounding this topic.

RANDY GOULDEN (REPRESENTING PRESIDENT OF FCM) -

FCM is the national voice of municipalities to the federal government and is very pleased to extend the strong working relationship with Dr. Alok Mukherjee. The FCM has 2000 constituents who span across Canada, to speak with one voice which influences federal policies and programs around policing issues.

Communities across the country are experiencing policing costs rising faster than health costs, doubling since 1999. Municipalities that now pay the salaries of 2 out of 3 police officers, and are paying 60% of that

increase. FCM is facing increased costs, including those offset by other forms of government. Local police are often left to fill the gaps. New approaches are necessary or property tax will increase significantly.

Through the Summit meeting, public service providers, and police providers must work together to share the burden of their communities' needs. The challenge for local governments is that increasing policing duties have not been matched with resources. Local police forces are filling the needs of federal policing. A significant decrease in growth in federal policing has occurred in the last 21 years. The burden continues to fall on our local forces, including our RCMP detachments. The responsibilities continue to expand, but the formula for paying policing remains the same. Frustrating trends with the mental health issues are playing out in our streets and there is presently an overwhelming amount of policing resources being used by addictions and mental health issues in Canada. FCM will continue to call on the governments to work with all forms of government, to find a more sustainable way to pay for policing in our country.





DAY 1 - PLENARY 3: REFLECTIONS ON POLICE INDEPENDENCE, GOVERNANCE & EVOLUTION

A. EDWARD AUST AND THOMAS LAPORTE AUST FROM AUST LEGAL INC. discuss the power of police officers to intervene and coerce being exercised improperly and what democratic safeguards are in place to prevent the abuse of these powers and how boards ensure police fully understand everything impacting their decision-making, especially in critical incidents.

People are human and we must remember our own weaknesses and be considerate when we talk about what other people or other organizations should be doing for us. It doesn't mean we lessen it, but we keep it in mind. From 1992 to last year, Edward wrote different reports for the RCMP. In consulting with the police forces, reflections are that policing is as complicated, as demanding, as learned, as any other profession known. In other words, do we organize, retain, attract, the best and the brightest to the profession of policing, or are other professions more successful? And if we don't attract the best and the brightest, what is it about the organization or its structure that deter the best and the brightest?

Much will be related to mental health problems, police shooting and lethal force, but there is also a longer-term view. How could we in our organizations attract the best people? Think for a moment about the HUB exercise that has been carried out in Prince Albert, where a young police chief got the different silos in government working together collaboratively. That has led to the Waterloo regional police, two groups within the Zone of the Toronto police copying certain aspects of the Prince Albert method, who took the time to go to Scotland to see how they work. Innovations have a greater chance of taking place in the smaller police forces where people have more control and don't need more approval to get things done. Instead of having police doing

things mechanically, we must encourage them to develop. This will attract the brightest. We must not supervise as a trade, but allow autonomy as professionals are allowed.

When we go back in history and we study the incidents that created the division between the political arm interfering with policing, and the role of the commissions of police, or the service boards as called in some jurisdictions, recall Cold-Bath Fields incident. In 1883 in England, the minister who brought in modern policing was elected, when his term came to an end, Lord Melbourne declared that a certain demonstration to take place by the workers and poor to be illegal. The board of commissioners was not sure that it was illegal, so they hesitated sending in the police. Lord Melbourne directed the police to go in. During that raid, a police officer was stabbed and died. The note taker at this incident cited that the protest was legal, and the police were instigating a riot, therefore, no one was responsible for the death of the police, but the police himself.

This marks the beginning of the realization that politicians should not be directing the police in their operations.

We must distinguish between the powers of the politician, the power of the board, and the power of policing. We need autonomy to conduct our own lives, but the unity of values. There are many constituencies that have input to how policing is provided; certain constituencies get more attention than what is good for the whole. We have to find a way to enlarge the people that are involved in the discussion, so we get a larger view of what is good for society.



The Environment and Key Dynamics of Policing

Police are the most visible form of government, exercising daily discretion and their image and demeanor is a very public persona.

New complex policing requirements are important to be known and analyzed at the board level. There is an aging population and an erosion of trust in public officials and we are seeing an evolving privatization of policing (British example).

Policing is one of the most diversified professions. It should be viewed as more than just a trade. Critical thinking is the primary tool. Character, judgment and competence are paramount. We have to attract the best and brightest. But how do we instill and promote this?

Police Independence & the Rule of Law

Queen vs. Campbell was instrumental to the realization of a reverse sting operation. A police officer is answerable only to the LAW. The police officer is not a government functionary and no servant can tell him who he must arrest or who he must prosecute.

Failure to Arrest in Beaudry: The police officer decided not to charge a police officer for drinking and driving (whom he personally did not like). The court found that the police officer did not have that kind of discretion. He failed the SUBJECTIVE test and OBJECTIVE bias.

Evolution of Police Culture

Much of police work is learned tacitly. A seasoned police officer that has attained a certain level of street cents employs unique skills to

solve problems. These unique skills are not easily defined in a book. Much of what police do is an art. They have learned it by doing investigations for years. It is almost intuitive. Many of the professions have abstract knowledge (lawyers, judges, etc.) and they have six months to render a decision or write about what happened. However, few have had their life on the line when they had to render a decision. This knowledge has a huge effect on the amount of respect that is given.

What makes a difference between a masterful professional and an everyday professional is the knowledge that a person has only through practice. However, when it comes to concepts, abstract thinking, architecture, police are not used to tampering with the systems they have in place. They have a human resources system, a system for promotion, and a system for discipline. There are more engineers that know how to fix than know how to redesign. Police do not often enough have a reference point to evaluate the way police forces operate. If you don't have a reference point, it is hard to bring about change.

We need to find ways of bringing in police with different experiences. We need to find ways to improve and innovate what is not dictated by centralized government. Look at Prince Albert's experiment done by a young police chief in a small jurisdiction where he could establish a relationship with those around him allowing for less bureaucracy. A lot of difficulty with a police boards job is deciphering rules, guidelines, and good practices; the dialogue is what is important.

People who are on the last years of the board need to share how things have changed from when they were first on the board. This will tell us ways to interact with the police board and the police chief.

Practical (tacit) versus express /abstract knowledge: tacit knowledge is knowledge that exists in your mind because you have done something. Ask yourself, what have I learned by doing my job? Harness more of the knowledge by the people who have the knowledge because express knowledge is available to everyone as it can be found in books.

Only when taking into account the value and breadth of understanding that tacit knowledge delivers to organizations can one appreciate what highly regulated organizations deprive themselves of. One reason tacit knowledge is denigrated is that it is:

- contextual;
- not always scalable;
- difficult to organize as a set of rules to follow.

In regards to negotiating, the negotiation of working conditions is a subject that must be dealt with fairly, but it cannot dominate or hinder innovation. For innovation, we need to hear more voices, more concerns, from more stakeholders.

In regards to the future, how do we balance the police tacit knowledge, with the need for abstract knowledge if police are going to be more able to adapt to the environment around them, and have a constructive relationship? There is a great need for higher education in policing.

Governance of Police Boards

Board members are not supposed to be the managers; members should define the goals and not necessarily the solutions. Boards interact differently not only on a legislative level but also an individual

level (size, for example). All boards could benefit from the following suggestions:

- Deliberations at the board level must start off being relaxed. We need to get people to a place where they can think differently than boards prior to them. Where you start with questions is a great way to get your board to a good place. How the board interacts is fundamental to the role of boards going forward, and their value of government below & above them.
- The way in which boards learn must be in a fashion that reflects Collective learning.
- The person who is elected/nominated to a board plays a large role, as accepting this role means taking on a level of responsibility and privilege and a duty to adhere to regulations is imperative.
- Directors are required to act prudently, honestly, in good faith, and in the best interests of the police board. These are not laws governing police boards but rather lessons to be learned by a not-for-profit act. This means asking the right questions; probing the policies that exist and why they don't exist differently.

There are two categories for Discussion:

1. Trustee/Fiduciary Duty, which protects the assets, ensures that the assets of the police board are used effectively and not wasted. As a board member one must act in the interest of the entire organization, and not in their personal interest.
2. Strategic Planning consists of how you interact with the chief you must ask questions which involve the entire population's interest that the Chief never asks him/herself. Developing these questions collaboratively as a board is an excellent exercise because as you define the question, you define his answer.

To get the proper diversity of people on the board, it does not necessarily need to be competing specialists, but rather people from diverse backgrounds and qualifications (not necessary academic). Prince Albert's Hub was a success. Why are there not 10 other success stories? What have been the barriers to creating successes? Define and name those barriers. Boards have the power to innovate. How do we innovate? Most people sitting on boards do not realize the importance of their contributions and the possibilities to influence the provincial and federal governments. Generating ideas requires people to say things that are outside the box, and saying things the way you see them. This requires risk and trust. As board members, you have the independence and the occasion to invent. You have inspiration within your membership.

Things to Look for When Seeking Board Members

In discussion, there must be ambiguity, stakes, discord and heated debates. Speaking up and following up on issues that have been discussed is important. Rather than improve management decisions, boards must focus on the problems themselves. Learn how to learn from your workforce. This does not mean listening to your constituencies and come back with what they want. However, come back with proof you have listened, and that the issues are being tackled. Rather than feeding into a perceived want, look at the underlying need.

We must expand the questions that are presented. It's not that the wrong people are asking the questions it is that they are actually too involved. Most ailing organizations have developed a functional blindness to their own defects. They are not suffering because they cannot resolve their problems, but rather, because they cannot see their problems. The board's function is to help police have a larger view

of their situation, and be constructive about their possibilities, non-traditional approaches will need to be discovered, given the dynamics of policing & cost.

What aspect of the culture is preventing policing from developing into a profession with a structure similar to that of other professions? We must provide them with the resources when they need them. Every day when police sit in cars at the end of the day, they talk to other policemen and it is known that who we have around us has a huge impact on how we think, and if you have a person from a different way of life and thinking, this has great influence. We have to hold police to a standard, but we have to take into consideration the emotional pressures and what is happening to that person. This is where police boards and their wisdom come in. We need principals, but we cannot have rules that a policeman is going to read before shooting a person.

Boards need to look at themselves and determine what it is that they do well and what they do not do well. An introspective review is valuable. It is important to write down the breakthroughs and process that boards have so others may learn from it. Entertain a frank discussion with the board on what is preventing it from being effective. Create a strategy to improve and agree upon a chronological timetable. Propose a matrix and a questionnaire to elicit the information from the people who apply to be on boards, to make it more refine to bring someone on the board to bring something you do not have.

We need to create a more formal mentor program. To lose the tacit knowledge that a member has when he or she walks out of a board is a great loss. You need to understand things from the bottom up which are things like: what it is in police culture that is making things work better, and what in police culture is making things worse. When a police officer decides to arrest someone, there is an incredibly powerful right. These are not tradesmen. They are professionals with

expert training, a fixed course of studies, and if they break the rules, they are accountable. We must move towards a greater emphasis on the professional model.

York Region Police Board:

- Receiving political appointments puts people in their positions.
- What discretion do we use to get onto a board?
- In determining this matrix, we must submit our matrix of needs to this provincial body that appoints who sits at the table.

Delegate Input – Open Mic

WEST VANCOUVER POLICE BOARD - The idea of a matrix is like that of a rubric (finance, HR, etc). In British Columbia we had a new premiere ten years ago who felt that boards needed to be more stringent in the gate keeping. It is possible to bring discipline to boards.

Boards need to apply pressure to existing governments in establishing a proper procedure in selecting board members.

SPEAKER (UNKNOWN) - Inviting board members to go for a ride-along. This gives a good interpretation and understanding of what is going on.

NEW WESTMINSTER POLICE BOARD - Moving from a paramilitary entry level to autonomy was a great learning element, how do you address competency-based hiring?

A. EDWARD AUST AND THOMAS LAPORTE AUST - For policing to be successful in the future, there will have to be streams of hiring to find the elite. Most general police hate those types of

jobs. They take the job because it's more money. We need different streams of hiring. We need more sophisticated police officers for the sophisticated fraud cases (white collar crime).



DAY 1 - PLENARY 4: INTEGRATED COMMUNITY SAFETY IN THE UK

KARYN MCCLUSKEY, DIRECTOR AT VIOLENCE REDUCTION UNIT WITH STRATHCLYDE POLICE SERVICE UK – Explained that the challenges we face are intertwined and often remain largely beyond our understanding. Most of us suspect that the experts don't really know what's going on and that as a species we've released forces that are neither managed nor manageable.

Scotland is the most violent country in Europe and has had the highest murder rates with a cost of 1.3 million pounds associated to it, 750,000 pounds associated to attempted murders, 23,000 pounds to serious assault. When faced with statistics, one can either argue against the statistic's validity or address the issue. Solutions to wicked problems are not true or false, but better or worse. There was a belief that Scotland could police its way out of the wicked problem. Shrine management became an issue, where people were revolting against taking down shrines. Deaths in Scotland are most commonly attributed to addictions, suicide and violence and police chiefs were reporting false decreases in violence making communities feel disenchanting.

Video of a Teenager, David, from Scotland

David's mother has an alcohol problem and David was born with FAS growing up within parts of Scotland with a life expectancy of 55. David was rehoused a number of times, living in crowded homes with four adult males with 160 convictions between them, David was then rehoused due to domestic violence issues where he commits two breaches of peace, and a 22 year old was allocated as David's social worker.

David needed help and little help was provided, when in court the judge decided that he had been brought up as an ordinary teenager from a decent and normal family and sentences him to jail, at this time David's mother dies of heroin overdose while in jail. The Minister decides that David's prospect for employment looked good, although next to where David lived were heroin dealers and criminal activity involving drug distribution throughout the rest of his neighborhood. David's social worker stated that he was doing well because he was driving a nice car, obviously financed through drug money. Essentially, many 'stakeholders' were burying their heads in the sand.

Early intervention is critical for ensuring a better future. David's gang activity was founded in desperation, hopelessness and isolation. Cortisone is due to ongoing stress and has health problems and creates for an early death, people in the UK today feel alienated by society without hope feeling without a place.

The 10-year plan according to Karyn consists of intervention, changing the attitude of the public and revamping social norms. The most important moment for a child is the child's upbringing and parenting skills as children typically follow their parents. Instead of forcing parents into parenting classes, forcing people into three months sobriety (with monitor) then sentencing them to a job would create positive change. There are 60% of families in Glasgow that no father in the home or even in the child's life. The key risk factors for violence are birth complications, single or teenage moms, maternal depression, parental conflict, poor academic achievement, low intelligence, harsh discipline. The optimal investment needs to be made in those who need the most help, as early as possible in their lives.

In Glasgow, every six hours, an embedded knife injury was present in hospitals, as a result a domestic abuse dental initiative was started wherein the dentist is able to talk to the abused women and has the language to address and probe regarding the violence. Alcohol is correlated with the following: youth violence, sexual violence, intimate partner violence, child maltreatment, elder abuse and suicide and so it is time to challenge the 'human right' to drink.

Slideshow Presentation/Video: Pictures were shown to the violent delinquents of the damage they have physically caused to others. A plastic surgeon was brought in to tell the violent delinquents that he'd rather help babies with cleft palates, but cannot because he is too busy stitching teenage boy's faces.

Violence problems are best addressed through group dynamics to change group behavior.

Three-Pronged Approach:

- Policing;
- Local Services; and
- Moral Voice of the Community.

The best way to stop a gun, or a gang, or a knife is a job. Youth with violent pasts have difficulty finding a job.

Key Prevention Strategies:

1. Developing safe & stable relationships;
2. Developing life & social skills;
3. Challenging social norms;
4. Reducing access to lethal means; and
5. Reducing availability of harmful alcohol & drugs.

DISCIPLINE #1: COLLABORATION - Radical change in the design and delivery of public services is necessary to tackle the deep-rooted social problems that persist in communities. The film industry works together to make an outcome. We need to adopt that same model, wherein we combine police, employment, school, and social services and work collaboratively long-term. Improving housing issues, parenting capacities, through a strength-based program model which was quite beneficial, in addition to patrolling neighborhoods, it was decided what problem was developing/being presented; policing or social services or mental health? Communication is in existence now and the extent and devastation of the problems are now known which allows for problems to be addressed.

RISK MITIGATION IN INNOVATION - We need empathy; deep connection and understanding of the people being served. There also needs to be great leadership, the need to have stomach for conflict, ambiguity and uncertainty and must put a stop to avoiding issues due to weakness, pride and over sensitivity. Leadership that is brave and resilient aspires excellence in public service, and everyone is deserving of excellent public service

A successful plan will require the key actors; health, criminal justice, police, prisons, etc. to work together in achieving the success that is desired and education and information can be used to change their views on nature and crime prevention.

Aspiration and enthusiasm is necessary. We do not need a map. We need a compass. In ten years' time, when you look back, think of what you did to change things for the better?



DAY 2 - PLENARY 5: UPDATE FROM PUBLIC SAFETY

RACHEL HUGGINS, PUBLIC SAFETY CANADA - The new Minister of Public Safety Canada is Steven Blaney. The new ADM responsible for Policing Policy is Kathy Thompson and she comes with an extensive background in community organization. The Economics of Policing has always been about new innovations and developments and is not only about the cost of policing, but also about service delivery, meeting community's wants and needs, and providing quality service. The mission is to evaluate and deliver the economics of policing service delivery collaboratively.

The goal of Public Safety Canada is to look at the economics and service delivery, rather than simply where and how to cut costs as done in the U.S. and U.K. The January 2013 Summit Meeting focused and emphasized on collaboration and innovation as a key goal. At the FPT meeting prior to the Summit, the Ministers agreed to do two things;

1. Hold the summit of economics in policing; and
2. Improve the information sharing among police.

Since the summit, we are moving forward with a shared forward agenda and policing being multi-jurisdictional we need to do that collectively. The three pivotal Pillars are:

1. Efficiencies within police services;
2. New models of Community Safety; and
3. Efficiencies within the justice system.

Due to the commitment for the need of information sharing among ministers the Index Initiative Project was started 18 months ago. A collection of numbers was taken of initiatives identified as innovative

and successful in increasing efficiencies. Public Safety with FTP partners created a searchable database (derived from a questionnaire) to allow police agencies interested in certain areas, such as, dealing with youth, that they can easily search for that aspect, exclusively. It will include how to implement the project, the cost, and how to evaluate and measure the outcome, etc. There is no need to recreate the wheel. Simply look at the project and modify them according to your own needs. The projects also have a contact person or at least a contact service to get back in touch with that police service to find out more about that project and the police service knows that they will be contacted. The idea of sharing is quite popular between police services. Right now there are only 140 initiatives. In September, there will be a second call-out to police services.

Public Safety is also investing in Policing Research and has taken on a leadership role. Police Performance Metrics was shared with the executive of police boards. One of the things we are doing when collecting research is that we are condensing the high level, important findings into a research brief. We found that there are some differences between police boards that are very large or small. However, we found that medium-sized police boards had very strong police metrics. You can use this information to determine what type of police metric you wish to use. Important to note is that not all police boards are using the measurements or indicators. The performance metrics is important as we try to create national standards in police performance. Not every police service however is able to undertake projects that relate to police performance metrics because studies are expensive, and how you measure may not always be the same for every police metrics. Good metrics helps better explain why resources are required to perform at the level desired on the metrics.

There has been a base-line research project. We have found that some of the other research projects done are on understanding who the individuals are doing police research, what kind of funding is out there for the research projects, and what is the best model in the world for sharing information back to the police services. Is this information being shared back appropriately with the police, who needs this information? Not everyone is going to want the same kind of research (police chief, board executives, etc.), however, some crossover needs to happen, as these studies aren't cheap. Therefore, we need the research to be usable for a variety of stakeholders. We need to use the international model; bringing the information to a repository so everyone can access and interpret the information. We have found that there are not a lot of good sharing mechanisms in North America; however, the UK has a good system of sharing information. We need one portal so that we can access information without necessarily knowing exactly what specific study or publishing may have that information.

We are involved in a few other research projects, one of which is the comparisons between police models. Canada is difficult because of provincial responsibilities. We are doing a very large study regarding the future of Canadian Policing Models in which 13 Academics across Canada helped design the question they are going to answer: Given the evolution of crime, the justice system, and society, what does current knowledge suggest about the future of present models of policing in Canada?

Our project continues with working on police training. We don't currently have a good understanding around the cost of police training, we are simply told that it is about a 1 billion dollar a year industry. This is a significant chunk of the 16 billion dollars we spend on policing. When you send an officer out for training, are they backfilled? How much does that backfill cost? What is the cost of transportation,

housing, etc.? We want to design this study with a methodology that can be applied anywhere across Canada so that any Police Service can utilize this model. Six services, which will remain anonymous, have been looked at (2 large, 2 medium, 2 small) to help understand what those costs are as we can use that to improve technology in the future. So what exactly is police training and what are they doing. Two current research projects are addressing these questions and will be presented at a Summit on Police Education & Training.

We also continue to work on Firearms issues, Border issues, and all of those are important to Public Safety. However, we know that we are moving the yardstick forward in economics of policing services with 96 out of 122 Universities in Canada has someone doing or has done Police research. Vancouver Police with Simon Fraser University has been the greatest collaboration of academic studies and Police Service partnership. A major issue is funding, although Public Safety feels that there's a lot of research funding out there we should bring those funds together so that academics can feed knowledge into police services without worrying about finances.

Looking for saving police time and creating more efficiency within the judicial system is something we are still trying to find out more and get research on. Once we determine this, we can share this information, determining what and how to implement, we know that work done on this already exists.



DAY 2 - BREAKOUT SESSION 1: LARGE SERVICES

A facilitated roundtable discussion that bring similar sized services (400+) together to share experiences and issues.

MODERATORS: ALOK MUKHERJEE & CATHY PALMER

Follow up on the Morden Report: What is going to change? For those boards that have made changes already, what would you recommend for the rest of us?

CALGARY: The Alberta Act is quite different from the Ontario Act, so we first have to analyze where the gaps are. This analysis is ongoing at the moment and we should know our position in about a month, at that point we will work to clarify our roles and ask government to fill in the gaps with new legislation. With our new roles requiring more information sharing, it is a learning process and two major incidents recently happened in Calgary that emphasizes this learning process.

Our courthouse is downtown and everyone has to go through screening. A fellow went through the screening process and there was an object in his wallet that could have been part of bomb equipment. The result was a lockdown of the entire downtown for 8 hours. The object was a small computer chip. As it turned out, the fellow had just bought a wallet at a second hand shop. The chip was from one of those cards that you open and it plays music. The chip had been in the wallet when the man bought it. The problem is we had to determine two things. First, the object itself was no threat. Secondly, to ensure that this wasn't some kind of test run checking out our security system for a later terrorist event; something big like the Boston bombing.

The other incident happened in the same time frame. The police shot someone, a gangster that we had been following for many months. In an attempt to get away from police, the gangster hit an elderly couple with a car then backed up to avoid police and hit them again. An officer shot him in an attempt to contain the situation and avoid further injury to the public.

Our board meetings are public, so when the chief was required to report to the board, he didn't want to disclose tactical operations to the public. Having public meetings makes it difficult to disclose information. So, how does the chief share operational plans and procedures with board in a public meeting?

It is the same thing in Vancouver, but we have public parts of the meeting and then other parts that are confidential. It is just part of our standard operating procedure.

EDMONTON: we are not trying to identify what major incidents are but rather clarify all reporting requirements in general, laying them out at the outset of our policy. We would like our policy to be only about a page and a half.

VANCOUVER: We need to share information as boards and look at best practices. It would be better if we could work from shared information and not have to come up with everything on our own. Moderator: We have to keep in mind that some things have more serious legal ramifications and need to be more thought through in terms of policy. We can't just get stuck on emergency events. We brought people from Kingston University to do some research for us. They suggested a list of criteria and not get getting too hung up on

what is a “major event” or “critical point”. 100% of the criteria do not need to be present; maybe only 60% is needed. When that threshold is met, the chief needs to report to the board, it is imperative that the chief has communication with the board when major events happen.

We can't restrict ourselves to thinking about major civic or international events like international games or festivals. Any event can turn into a major event if a shooting or a stabbing takes place. We can make policy about what level of information sharing has to take place for a planned event. It affects budget and execution. Post event we need to debrief to understand what our lessons are and what we can do differently. We also need to know what level of information sharing has to happen after an unplanned event. And then there is planning what happens in the event of an “unplanned incident”? What processes are in place? We have just finished drafting the process.

There is some debate over the level of operational information the chief should give. Sometimes it is in the board's best interest not to have certain kinds of information. Is it the job of the board to negotiate with other agencies, or is that the job of the chief after the board sets the expectations? Who has the responsibility?

The G20 required so many officers, that it affected policing in other parts of the city. We had to bring in officers from other jurisdictions to help us handle the workload. These officers had to be sworn in as Special Constables and there was a difference in understanding and clarity from one jurisdiction to another and this causes confusion. Ultimately, the board handled it on our end, but many of the officers had been signed off to the job by their chief when it should have been their board as they are the ones with the authority.

VANCOUVER: How do we find out about this without reinventing the wheel? We need to share applicable information. We had a very

good experience in Vancouver during the winter Olympics, but they don't always go that way. If we share information about mistakes and successes and clarify criteria it will help everyone.

MANITOBA: Our policies are public, general orders and police operating procedures are not. Can't we just search the policies of other boards?

EDMONTON: We have to remember that large boards are de-facto role models for smaller boards. Most of us post our policies. We also need to work with our chief to develop what portion of procedures can be posted publicly, but what aren't posted are our motivations for changes, the small changes, and we need to share that kind of information with each other. CAPB could gather examples and share them

SASKATOON: A good topic for an upcoming conference would be examples of how different jurisdictions worked out the implications in the Morden report for their jurisdiction.

In a state of emergency who is in charge, police, mayor or EMA (emergency management authorities)?

The best way to deal with claims of PTSD is presumptive or diagnosis. As you know, Calgary recently had a state of emergency declared because of floods. The Calgary Emergency Management Authority (CEMA), which consists of all major departments representing roads, sewer, fire, police, etc. This was designed for flood, fire, earthquake, etc. but what about in the case of an event like the Boston bombing? Who is in charge then? In that incident, the police locked down the city. Who is in charge then? The police? Your EMA?

There does not seem to be a clear-cut definition of what an emergency is nor on the procedures to follow as being part of an EMA. There should be a guideline and procedure list to follow in the by-laws.

In the case of an incident such as the Boston bombing, what role would you like your board to play? This is a decision that should be made in advance, not at the time of an emergency. Rather, we should make it ahead of time.

MODERATOR: In theory, the Mayor is the head of emergency planning, but it can be a conflict when the mayor wants to be at the command center and give directions when the chief should be doing that.

We have to remember that there is a difference between “state of emergency” and an “emergency”. In a state of emergency, there must be a by-law from the town issuing clearly who is in charge.

It is true that it is not always clear who is in charge and why. After 911, the government came out with national integrated response teams, mandated and funded by the federal government. The funding is no longer there, but people are still used.

In Elliot Lake, after the mall collapsed, one of our people who had been a member of that team was asked to speak to the media because the local fire chief had no experience with that kind of thing. So it looked like we were in charge even though we weren't. It took several days before the representative from the provincial government took charge. We ended up getting a bad name for things we weren't involved in.

What to do in cases of conflict of authority between boards and municipality (or other agency)

ONTARIO: In Ontario at the moment, a presumptive, to self-diagnose is enough. This is basically a self-diagnosis in this case. In the case of firefighters, they have “presumptive cancer”, this doesn't mean self-diagnosis because the diagnosis of cancer has to come from a medical professional. But the cancer is presumed to be because of the job. But in the case of PTSD, it seems to be if I believe I have PTSD then I do but what can be done if someone claims it wrongly in an attempt to stay on the job, or receive pay after a wrongful or criminal act and is fighting dismissal? What are the parameters? What is an acceptable diagnosis, and what are the reasons for going the presumptive route?

NIAGARA: With the Ontario WSIB, employers are fighting against the presumptive route and employee associations want it in. Basically, it comes down to who pays for claims. But I think employers are starting to win out in Ontario for some kind of diagnosis, for some kind of diagnostic tools that can be used by psychologists.

EDMONTON: the insurance carriers and WCB emphasis is on diagnosis, there is not a cart-blanc for members to claim PSTD. Alberta Workers Compensation Act is enabling firefighters, and I think all first responders to claim presumptive. Presumptive assumes that the job causes the diagnosis. Even in Alberta, it's not straight forward. This has become a very big issue in a number of places from an employer point of view, especially the fear that is can be used inappropriately.

VANCOUVER: In BC, bullying and harassment laws, open the door for suffering, which could lead to claims of PTSD later. I think this is an issue that is going to affect us more and more.

MODERATOR: I think a three step approach should be taken: 1. obtaining a proper diagnosis, 2. focus on treatment and 3. return to work rather than staying off on compensation.

An important piece in preventing PTSD is to look at what are the processes and procedures to deal with a traumatic event and officers involved? As boards we need to make sure we have things in place as standard procedure to support our officers and reduce the incidence of full out PTSD. There needs to be some professional, objective protocol which can substantiate that an individual is indeed suffering from a particular problem. Remember, even with diagnostic criteria, there can be conflict between two professionals. We may need some kind of legislation which provides some sort of timeline in which payout can occur.

It is a very complicated diagnosis which can become evident immediately after an event or years later or be cumulative. There needs to be some sort of scale, which might include the possibility of long term compensation when it is impossible to go back to work.

Cost of policing: negotiations and budget cuts.

NIAGARA: We had a situation where the board was responsible for 100% of the budget. But we were asked to approve a budget when we were only shown 127 out of 133 million dollars. The municipality wanted us to approve and include certain duties but not disclose what those duties were. We had to get legal opinions and it took three years to settle the issue. We have the responsibility so we want the ability to scrutinize the entire budget.

CALGARY: In our case, we got a directive that went out to all departments to cut 10% of the budget, so the chief cut his down by

10% too. The commission said, "Wait a minute. Our pop increases by 60,000 a year. You are going to police more people with 10% less budget? No, you need to create a budget that will provide adequate policing." It ended up 10% above the previous year's budget. It took some politicking, but in the end it was approved.

VANCOUVER: It is a dynamic process. A new administration often tries to be tougher. We try to negotiate in a way that is collegial. Every year there is a lot of back and forth, and we try to be realistic. We need to accommodate and not be confrontational unless we have to. Elections are next year so it may change again.

MODERATOR: The city sets targets every year, such as reduction target, and we try and work collaboratively. We invite city to attend our budget meetings so there isn't a nasty debate with the city at the last minute. We try to anticipate, and for example, agree to phase in a 10% reduction over two years. The chief then identified strategic ways to reduce funding, like outsourcing, retrenchment, reducing senior officer jobs, etc. A lot depends on political climate of the day and the location

Mental Health Follow up

VANCOUVER: A lot of this has been covered already, but I just want to add that As everyone looks at budget, we traditionally look at crime rates to determine what the needs will be but we don't have good statistics on prevention. There need to have a better analysis of prevention efforts.

MODERATOR: Government agreed to have a summit where we talked about future of policing, and follow up at ministry level where there is now a Future of Policing Advisory Committee.



We need to know what our legal requirements will be. All players need to be at the table with government, in order break down each function, which include efficiency, public safety, diversity and fiscal responsibility.

Are there other agencies that should do a particular service? Should it be a police function? It might lead to changes in the Police Services Act or in regulations. We are trying to be proactive not just in our budget but in our legislation. It is still a working document.

WINNIPEG: many police procedures have changed over the last 25 years. In some cases, we have the same number of incidents to deal with, but it takes longer now. We need to improve judicial and administrative requirements that are slow down policing. This is one way to improve costs.

MODERATOR: Police negotiation and bargaining is another area. Each jurisdiction is a little different, but we could bargain around a common set of proposals to give the procedure more structure and discipline. This would reduce costs.

We could reduce a number of things that the police are currently responsible for, the full force of the police is not always what is needed.

Yes, that is one of things to be considered under “future of policing.”

Mental Health Follow up

It was moved that time was inadequate to deal with the final agenda. This item could be dealt with in another session. The motion was seconded.

24th Annual CAPB Conference

DAY 2 - BREAKOUT SESSION 2: MEDIUM SERVICES

A facilitated roundtable discussion that bring similar sized services (100-400) together to share experiences and issues.

MODERATOR: JOAN KOTARSKI with the Victoria Police Board/ Canadian Association of Police Boards welcomed participants; participants introduced themselves and shared numbers of sworn members in their jurisdiction.

Ms. Kotarski indicated that no names of people or agencies will be recorded to ensure an open, honest discussion.

Topics of Discussion:

1. In-camera vs public.
2. What control does a Board have to oversee expenses?
3. Exit interviews: sworn members or civilian members
4. Benchmarking stats.
5. Core services - What are they? Civilian roles in providing these services.
6. False or malfunctioning alarms for businesses.
7. What is the ideal size of a police force?

In-Camera Session vs. Public

Board meetings range from 2-4 hours, must ensure to be aware of how much goes into the minutes. The agenda should be clear as to what is in-camera and what is not, criteria is key because if you can't prove it, then it goes public. oards should have criteria in place for how their in-camera and public will play out. A good rule for determining this is “do no harm”: what information cannot be public, what would “do harm”.



Closed meetings are not covered under the act anywhere, it should however be clarified. Closed in camera is not done enough, it should be standard on every agenda. Our meetings are advertised with a specific topic. At the end of every agenda, we list “in- camera” and because of this, we have had no problems.

Issue has been raised of whether committees should be public? I believe that they should be! We have public and closed and during the closed portion our professional standards and complaints are discussed. Closed to us includes all executive and the chief but there are times when the chief and executive are asked to leave.

Core Review/Audit

Our Board reviews Chief’s expenses, it is not for us to approve but we review and ask questions and for any unusual expenses our board decides. Our Mayor approves expenses as a board chair (not Mayor) before expenses are reimbursed.

Statements must be signed off every month with the Chief. Commissioners are more than welcome to audit. Checks and balance are a must as it protects everybody and a good indicator that would point out any red flags would be to compare expense reports from the previous year.

Exit Interviews for Service Members

The chief of police performs exit interviews with every member that leaves and is done by civilian HR members. Once completed, the chief forwards the interviews to the chair of the board. You should document every performance and issue within an

employment history and ask your members every year if they know their policies, there may be key areas you need to revisit.

Benchmark Stats

We are pushed to show how we are doing great work. Number of constables might be a good start but we do different stuff. What do you want to measure and benchmark? One size doesn’t fit all. Boards have to choose their own benchmarks. Must link your annual plan and strategic plan. Make sure you’ve chosen the right measure but also the direction you want to go. For example, the number of arrests can be huge so it looks like crime is increasing but perhaps a Chief is targeting a specific area and in reality, this is a reflection of affirmative action.

Core Services

Our most important core service is safety of the public and visibility of officers. Following are crime prevention and then general statements; is it necessary that a uniformed officer is present? Are there other parties that can be doing these tasks and save cost? Where do uniform police need to be? Can Special Constables do more or perhaps private security companies? Commissionaires?

Traffic enforcement is a core issue. There are private contractors that handle minor reports if uniformed members do not have to be present. These reports are forwarded to insurance companies and save thousands of hours in police time. Some have Commissionaires to monitor cells and transport prisoners. Our front door is locked on weekends but there is a buzzer to if someone requires a member to come down but we can have commissionaire staff the front desk and it would be a big saving.



Criminal investigation is also a core service. Can we be using other resources (contractors) to do that? Commissionaires advertised as “retired members” and claim to cut down cost of policing but they won’t share how much their contract would cost? Each agency must decide what their core function is as it because it is different for every area.

False Alarms

We have clear bylaws that state we charge businesses, there are no freebees, you are charged right off the bat \$65. Our agency has a few freebees before a company is charged.

Regionalization, Ideal Size of Police Force

Some partnerships might make sense. There is no call too small; regionalization would not work with some. With regionalization comes issues but those issues quickly diminish and the public does approve the service they receive. Smaller communities may say it costs too much, but it works well. Members are not always in the office but they are in the town patrolling.

Regionalize, stand-alone or contract out but you must maintain a core capacity to handle functions, it’s not one size fits all. Ask the person on the street, they only want the service to make them safe, they don’t care who does it.

DAY 2 - BREAKOUT SESSION 3: SMALL SERVICES

A facilitated round-table discussion that bring similar sized services (up to 100) together to share experiences and issues.

FACILITATOR: DAVID WALKER indicated that no names of people or agencies will be recorded to ensure an open, honest discussion.

SHARE CONTRIBUTOR: 75 members in city of 40,000, lower mainland is split up with big forces and little forces. It is good to speak with other small boards, to discuss what boards are doing and to brainstorm about what will be happening.

SHARE CONTRIBUTOR: 31 members. Budgeting is done by the ones who negotiate the policing contract, and then complain the budget is too high.

SHARE CONTRIBUTOR: We sit at arms’ length of government, working with appointed commission for developing policies & regulation for police boards, to work with police boards and support them in their roles. We have 12 municipal police agencies in Manitoba that have established police boards.

SHARE CONTRIBUTOR: We are looking for help from agencies under 100. We feel pressures in negotiation, due to what seems to be standards across Canada. In last couple of years, council has taken a firm stance, and there have been some firm pressures there.

SHARE CONTRIBUTOR: 24-26 in size. In the lower Van Island there has been controversies on whether or not to integrate as most are not in favor, one of the strategies being used is the use of integration, operating in combined services. Victoria has over 300,000 people with many police forces and municipalities.

In BC, with many police organizations, when legislation or policies are being changed you probably have 11 or 12 people, drafting the policy on how to respond to legislation. Would it not be better to have a central entity to draft a model of which to be adopted by the various groups throughout the province. I am curious as to what is done in other jurisdictions? Do you each draft your own policies?

RESPONSE: we have developed policies for the boards, but have encouraged the board to adapt the model as provided. It is to serve as a guideline. The individual police service policy would have to adhere to it.

Topic 1: Council negotiating contracts

Things are done differently between provinces. In defense of the individual provinces, if you have a system working, why do you want to change it? I think we should share what we are doing that's working and debating what to inject into implementation.

In some provinces it is legislated that a mayor has to be on a police board, and others do not. Policing is a different reality in different provinces the same as why there are different highway acts. We have a lot of crime in our community and it has been attempted in the past that if we are all set up to do nothing but gang related things, it would be non-transferable.

I don't know that we're talking about the laws all the same; we're just saying having the gov't part having commonality. Where the police unions are likely ahead of us is in that area, where they talk, communicate, and know what the other forces have settled across the country. When we go in with our own little board of five people, we are not nearly as well prepared for negotiation.

Why should Nova Scotia get higher than elsewhere? Cost of living is very different. They should not be getting the same increases. But 7% is relative, right? What happens in other provinces does affect us. If we have one thing in all of our acts that was in common, our binding arbitrations would change. They said that our police have the right to strike. They thought striking would push us to arbitration. However, we said okay, and that lead to continued negotiations. If we could band together across Canada, and say that we all want Binding Arbitration taken out, it would be way better.

We should not be negotiating according to other provinces. We are looking at pay according to salaries in that community, state of the economy, housing costs, etc. So what do you do when you have no police to protect due to striking? Do you bring in the military? How do you do that? If you can make binding arbitration, that's great, however, when someone says, "29% or we're going to arbitration", that tells us they are not there to negotiate. There are they to push to get what Toronto and Vancouver got.

Topic 2: Should Police be reimbursed based on Risk? Size of Force? Economic environment? What about small towns that cannot sustain the cost of policing?

Should we be asking unions to have a look at that sort of thing? They said, "so you think we're worth less than Toronto?" 5% on 80,000 is a lot different than 3% on 40,000; we spent money to bring in an outside resource to scale everyone's income. They found that police were already making more than they were indicated on the scale and above where the scale was within the community. We find that officers in smaller communities are paid more but we don't seem to complain about that.

Topic 3: Integration of Police service

If I was in the city of Vancouver, I would realize that small outlying towns are sending their youth in to have fun, and we are paying for problems that are happening from bedroom communities around us which is unfair. There should be inter-amalgamation, because that would equal an equal distribution of police forces.

If you're in one of the surrounding police communities, they have a policy of 'no call too small' and so that is beneficial. The response to the push for amalgamation, we must remember that we can still have communication in investigation of crimes. Amalgamation will allow officers will be more familiar with neighborhoods. I suspect nothing will happen unless the provincial government opposes it.

Topic 4: Do you feel your small police force is at risk of being gobbled up by a bigger one? Does the cost of paying those policemen become a driving force for communities to have to look at that?

What about the reverse? What about expanding your small town service? In the U.S. everyone has their own borders, their own little territories. In BC, amalgamation is coming in strong. This was because of how the women on the west side were victimized, and the police were not speaking to across jurisdictions but now all our communications are one central now.

Weyburn has integrated police units. The integration seems to work in many areas. However, there are communities, such as Nova Scotia, that have two and a half police officers, with its own board. There are jurisdictions in Nova Scotia that have their own dog unit. This is a waste of money in the eyes of the Minister, as this is a provincial issue.

When an amalgamation happens, when you go to a board meeting, you have the police Chief sitting there, and the director of RCMP sitting next to him. Rural municipalities of less than 1000 residents will be required to amalgamate with the neighboring RM. The political amalgamation first, then the amalgamation follows. By joining political amalgamations first, however, this can create a bigger can of worms. Eventually, people will wake up and say, well, everyone is regional, why do we have five governments

We as Canadians, by nature, are turf protectors. It's the nature of the beast. We are protective of this. If you are looking for an amalgamation process, you are looking at four or five police services in one area, but who's to say who is better? In small towns, we want our own police force. We simply need to develop a model and that's a decision that the community has to make. Of course, with each different kind of model comes a different type of budget. In the majority of cases, the smaller police departments work very closely with the RCMP, and have an excellent working rapport.

Should we be looking at more of the shared service? The specialties? Working in criminal intelligence in Manitoba, we have seen integration work well, however, we are an awkward size, being eight-some odd members, and we depended on the RCMP for forensic analysis and child pornography and exploitation of children. On that front, we felt like we had the rug pulled out from underneath us.

We have to remember that there are only 2 levels of government: Federal and Provincial. It's not about saying this is your service and that is your service. Rather it is a matter of getting what we need from police services. We'd be fooling ourselves to think that all police services are equal. Some are full service police agencies and others are not. The partial-service agencies will only be able to sustain themselves through integration.



There are 3 levels of government: Federal Provincial and Municipal, which is a bone of contention for towns in Nova Scotia. We as municipal units, towns are 100% responsible for their entire policing costs, whereas the counties get support from provincial. In the BNA act, towns are seen as a creature of the province. Towns argue we are a level of government, but it's not accepted in legislation as it is.

One of the frustrating parts, creating rifts is that urban areas, where different provincial or federal income tax is going to assist a rural municipalities. That's always been a bone of contention. In MB, we provide policing based on population and money coming from provincial government.

Topic 5: Municipalities are Obligated to use Funds for Policing.

Winnipeg has been getting funding for key positions like schools, gang investigations, etc., In Saskatchewan, it seems like our funds are not equitably distributed, it always seems to end up in Regina or Saskatoon. They said the money would be for boots on the streets. However, how do you hire an officer with an insurgence of money for one year, but no guarantee of having the cash to follow to sustain his employment?

ISSUE: Money being promised from federal governments for policing is distributed very differently across Canada. This was money given to the provinces to administer. It, however, lead to Harper saying 'never again' because it was not spent on what it was meant to. That leads to lay offs of police because we cannot sustain them.

SOLUTIONS: Weyburn's Police Board approves the budget and Council has the final say. I believe the police have a true say in what we do and how we negotiate. Surveying the make-up of a board by small,

medium and large, we need to have applicable models that relate to similar sizes. We need open communication to speak with each other about our negotiation issues. For example, in our Police Chief, we, the board, are not involved in hiring the Police Chief. If we could look at different towns, and see how they work, we could get ideas from each other.

There are jurisdictions in NS that allow Councilors to sit on hiring committees and negotiating committees. This is an important discussion; because in my opinion if there were one consistent thing about a police board, the fundamentals would be that we are involved in hiring the police chief according to our shared values. If we could look at other boards, this could affect all kinds of things regarding delivery of police services.

More often than not, you could have a policy in an acceptable format that could be circulated, and everyone could fill in the blanks. It would save a huge amount of work, and give consistency across jurisdiction issues. As far as developing an inter-provincial body, we need to eliminate duplication. Our acts are all looking like vague repetitions of each other. We need to have a bigger view of policy that is consistent and effective.

Topic 6: Model Policy Making

Should there be a Police Act that applies to all countries?
Why are we reinventing the wheel?

There was inadequate time to deal with the final topic.



DAY 3 – WORKSHOP 1: CRIME FREE MULTI-HOUSING

SPEAKER: DONNA THIESSEN is a civilian employee with the Saskatoon Police Service. Her reason for being involved in this kind of work comes from her Mennonite heritage. Many Mennonites are involved in many projects, and deeply value community. She is also a building technician.

Most attended the CAPB conference last year in Victoria. The Crime-Free Multi-Housing program conference held last year is different from this presentation this year.

The Crime-Free Multi-Housing Program of Saskatoon is based on a model designed around Saskatoon and its cities' specific needs.

Donna hired by the Saskatoon Police in 2009, but has been a long time employee of the city. The good thing about being a civic employee is being able to shift among jobs. However, this has been the most personally fulfilling job with the city, as Donna feels this can make a great difference in people's lives on an individual level.

Introductions, statement of where attendants are from and what brought them, and hope to get out of the session on crime-free multi-housing.

SHARE CONTRIBUTOR: I am very excited about the crime-free housing success that has been experienced in Saskatoon. There has been a great reduction of crime and police calls as a result of a proactive social approach to crime-free housing.

SHARE CONTRIBUTOR: I am finding that the 50 most frequent offenders / users of police services, there is a common scenario of the

same addresses coming up which is a concern and the commonalities are landlords.

SHARE CONTRIBUTOR: We have a dynamic and robust Block-Watch program. We have a high crime rate for our small city, as we have a large percentage of low-income population, and a large Aboriginal population. We are trying to get more businesses and residents involved in crime-free multi-housing and we believe that that it is better that more people involved and watching over their community.

SHARE CONTRIBUTOR: We have a well-developed crime prevention initiative: Irwin Waller's "Less Law, More Order."

SHARE CONTRIBUTOR: We have a high functioning program, but despite high functioning programs community members can tell a different perspective. One of the younger fellows living in the rental community asked how he could get his landlord involved in the crime-free multi-housing, some interest in Crime-Free Commercial such as condo's, storage units, businesses, etc. all came out of the multi-housing.

SHARE CONTRIBUTOR: We have huge housing complexes in our city. Through our chief we created a zone in an area with the highest in crime rate in the community and we have created a storefront program, allowing people to bring in clothes, books, etc., and people exchange or take what they need. Police officers have also started a basketball league, street hockey, etc., involving children of the complex. Through this initiative, crime rates have dropped drastically.

SHARE CONTRIBUTOR: Small population of housing requires a proportionate amount of policing. Lately, we have heard about issues of gang activities and drugs, concentrated in some limited areas. It is taking a large amount of our resources to contain 5-10% of the population; this creates distrust and frustration with police by community members.

SHARE CONTRIBUTOR: We are a small city with a lot of low-income housing. The crime in our small city is perpetrated in that area. I would like to see what other cities are doing to address this same issue

SHARE CONTRIBUTOR: We have gone from 13,500 in 1978 to 13,000 six years ago and today we are at 22,000 and with that, multi-housing is coming in. Now, there is a perception real or false that we are going to have increased crime with this increased population and increased housing. I am curious to see what others are doing about the issue of community's perception in that there will be increased crime.

SHARE CONTRIBUTOR: With the low rental rate in our city (1%), they are trying desperately to get more rental housing into the city. They are doing more in-fill housing in already established neighborhoods, and this is what is really getting people coming out in droves against it because they believe rental housing equals criminal activity.

SHARE CONTRIBUTOR: There should be a push to put ownership back on the community but a problem is getting our community to buy-in and trust in the people within these properties for crime-free multi-housing to be effective.

Some of the people who live in the communities are indeed living in subsidized housing and have criminal history, and unfortunately do not

have trust in the program. We need to get the buy-in from the building and the community, as we need them to work with us if they want a crime-free property.

How do you bridge the gap between the residents and people coming into the program?

FACILITATOR: The template of crime-free multi-housing came from doing Block-Watch programs. He noticed higher success in higher owner-occupancy. Renters were not as invested in the neighborhood. The idea is getting a sense of ownership of the community, whether owner or renter. Crime-free multi-housing will not likely succeed in rentals, however it can be greatly improved by getting buy-in by the building owners, and ensuring that the inspections of buildings meet the security audits

Block Watches are a safety-social aspect. However, we need to answer to questions on concerns regarding ongoing safety concerns (i.e., a guy standing outside the building). We need to go to the community and talk to the residents, but we also need to be prepared to come and list ways we have already addressed their safety concerns, and then ask them to do their part.

FACILITATOR'S PRESENTATION: Stephen Covey attempted to publish a book last year, "The End of Crime" before he died but it never happened. There is an excellent article in Police Chief's magazine where Covey started to produce some of his ideas. He saw a clear link between his previous work, 7 habits, and where that could lead in crime prevention, all the way to the idealization of ending crime. While it may seem overly idealistic, there is a clear link where he started to where we can go.



Saskatoon's population is close to 250,000 people, the dwelling units are difficult to calculate, but there are around 116,000, however, we do know that there are close to 20,000 apartment suites in the city. We are looking at focusing on buildings with four suites or more as most street-level criminals live in rental property.

Last year, there was success gained in breaking up two of the major gangs in Saskatoon. The success was gained because the leaders of those gangs were incarcerated. The police try to aim at higher levels, however, this created for a business opportunity in gang warfare. Gang members came in from Alberta, BC, to see what money could be made in Saskatoon. One of the signs of this was an early morning shooting of a young mother in Saskatoon. As it turns out, it was gang members in Saskatoon from Alberta. She had no connection whatsoever with criminal activity and was a case of wrong house, wrong address. The question posed was if the criminals come to stay in an affluent area of town or a hotel and this is not true, they stay in rental areas, and want to prey upon the people in rental housing. They are the most vulnerable in the community. These are the people living in poverty, single parents, dealing with mental illness, physical disability, etc. We therefore need to have good screening practices in place, as landlords.

We need an expectation of police by managers. Many landlords tell stories of knowing someone who deals drugs, but are waiting for the police to come and take them away, however it is the landlords that need to address the problem. In reality, if there are criminal charges, they will briefly go to jail for some time, then go back to their rental (the landlord's property).

Expectation of Managers by Police: In Saskatoon, we have a lot of young officers coming into the force. A lot of police officers mention that it is a civil manner, and in cases of conviction, this is true. However, sometimes the police find themselves coming back to the

same address two or three times in a night. The police need to learn how to take on the role of mediating disputes so that they are not back more often. 60-70% of calls to police do not result in criminal charges. There is a need for better partnership as having more than one person serving as a crime-free multi-housing coordinator provides for greater traction control.

Stephen Covey's 7 Habits

1. Be Proactive
2. Begin with End in Mind
3. First things First
4. Think Win-Win
5. Seek first to Understand
6. Synthesis / Cooperation
7. Sharpen the Saw

Pleasant Hill Neighborhood, Saskatoon

- Population of 4287
- Average Household Income of 28,655
- Average value of dwelling 123,605
- +100 rental properties
- +80% of residential is rental
- 75% participation in CMFH
- 66% is the highest Calls for Service

In each community, we need to define the community and by this I mean we need to determine where to put the bulk of our resources. In Pleasant Hill, since 2010, we have found a direct correlation of crime-free multi-housing



Call For Service is logged when someone calls 911, calls to regular police line, or calls coming into the police desk to make a complaint. Many of these calls for service will not result in a criminal occurrence. A Criminal Occurrence is when it results in some report being written. When a police officer has to go back and do follow-up (property damage, someone assaulted, a theft, etc.). In Saskatoon, only 30-40% of calls to police result in a 'Call For Service'. After three years in the program, Calls For Service were not going down, but criminal occurrences were decreasing. People were calling about disturbances, suspicious people/vehicles and people's observance were heightened, and their tolerance for unacceptable activity was decreasing causing police to increase their mediation services.

The most important place to spend your time is on the areas that are not urgent, but are important which allows for prevention to occur. We can stop the issue from developing from NOT urgent to urgent. When dealing with residents, 77% of criminal occurrence stopped break-ins dropped at 44% when initiating home inspection (locking windows, etc.).

Most of our apartment buildings are 40 – 100 years old. With the high influx of new buildings being built the maintenance of the older apartment buildings are going to be a complaint-based. Residents will call about a stove not working, but they will not necessarily call about a lock or window-lock not working it is important that we get the buildings checked. We have a police officer (in uniform) conduct safety and security talks with the community. The police officer will serve as 'the voice' establishing the base rules. However, the greatest key is community development, getting landlords involved in hosting events and getting ongoing support to the community.

SHARE CONTRIBUTOR: There is a great problem with getting engagement and participation among the non-conforming and non-participating landlord.

FACILITATOR'S RESPONSE: We send out letters to about 200 landlords that had not participated at that point, to get them involved. The landlords will eventually find that this work is worthwhile for their own sake as landlords. Handing out pamphlets on crime-free multi-housing, the landlords and residents have a contact-list when they are faced with a problem with their property and don't know where to go.

Synthesis & Cooperation

Creating an advisory committee made up of different agencies within the program, key agencies the Office of Residential Tenancies (provincial), Ministry of Social Services (provincial), Community Development branch (municipal), Saskatoon Police Services, Fire & Protective Services, Landlord's Association, and resident of social housing, manager of senior housing. By having everyone attending, we could hear other concerns that we may not have thought of that indeed need to be addressed. The pamphlet going out to the landlord should have the list of services, as it would be helpful.

SHARE CONTRIBUTOR: There was a non-profit organization doing a similar aspect of crime-free multi-housing, however, when the police came in they offered greater resources and the police were able to get community members involved. Furthermore, when landlords and residents alike hear that the police are involved, there is greater buy-in. With this collaboration the police are able to monitor better and collect statistics.

Beginning with the End in Mind

Setting up the program with the advisory committee is helpful. Set up a 5-year plan and address the areas of high calls for service. Take a look at which properties are using more of the police resources; focus on the chronic addresses and note that working with landlords may mean being flexible (time, etc.).

Think Win Win

When working with landlords, remember that they are called all sorts of names including 'slum-lords' we want to help them make a difference in their buildings. We want to meet with these landlords for coffee meetings every couple of weeks, to discuss what is happening at the property. Try to serve as a problem-solver on how it can be addressed.

Sharpen the Saw

You can't do your job well unless you're taking care of yourself first (your family life, your mental health, etc.). Therefore, when going out for coffee, ask about their family, ask about what they would be doing if they weren't busy with these issues. Discuss the aspects of management practices, and whether landlords want to sell if the property is feeling unmanageable, or help landlords learn how to monitor who is coming into the building.

As a crime prevention officer, we see out in the community, a crime takes place. The way crime takes place is that it is occurring 'out there', under our nose.

Proactive & Reactive

- The drug dealer is proactive.
- The drug user is reactive.
- The undercover officer is proactive
- The patrol officer is reactive
- The Crime Prevention officer is proactive
- The Comp-Stat is reactive

To Change What is Going on (drug dealing): Seek first to understand and communicate what is going on. Tell the officer and find out who the prevention officer is. Establishing a relationship is important. Start getting relationships with those involved.

In order to make a difference, get out from behind the desk, stand up, stop the presentation and name it; there is drug dealing and criminal activity going on in the room. The drug dealer, hopefully being called out in the building, will participate in improving self/conforming to norm set, or vacate. On a Saturday night, in somebody's apartment, if someone is having a party, tenants need to say, "stop the party or you'll get evicted". If not, then call the police.



DAY 3 – WORKSHOP 2: MENTAL HEALTH AND ADDICTION SERVICES

SPEAKERS: HEATHER TRISCHUK worked for 15 years with Addiction and Mental Health Services. At first as a front-line addiction worker, then with seniors, and now, managing in core neighborhoods of Saskatoon with the outreach program, methadone assisted recovery, fetal alcohol spectrum disorder and the Housing First movement.

CHARLOTTE GREENALL has been working in the field of addictions since 2005 on completion of her addictions diploma from McMaster's University. She started working casually at the Brief/ Social Detox and Calder Centers. She currently works as an outreach worker at the West Side Community Clinic where she coordinates two separate groups: a drop-in group titled OASIS (Opportunity, Acceptance, Support, Invitation, Safe) with the motto: "We Exist," as well as an all female closed group with the motto: "Fire Within, Finding our Voice".

The initiatives in Saskatoon came out of necessity with growth of the city. It became obvious that there needed to be more services as the city became bigger.

Questions for group discussion at tables:

1. Describe in your group, what you see as barriers to working with clients in the core neighborhood compared to outside the neighborhood? (Core neighborhood means inner city)
2. How could Mental Health and Addiction Services (MHAS) work differently with the police?

This question comes out of questions from our own staff. Outreach staffs want to be more involved with police. For example, we had some information on the whereabouts of a "wanted man" for child abuse.

He had been seen in the neighborhood but we didn't know what to do with the information. There are often liaison officers working in the schools, but we don't have someone in health care.

We need to think about safety, both ours, because we go into people's homes, but also within the community we serve. No one can sleep if we know a baby or child is in danger.

TABLE ONE: Low vacancy rates in housing means that even for affluent people, there is difficulty in finding adequate housing. That means that people with a low or fixed income don't have a chance in having home, food or income security. Housing is a basic human right. We cannot properly deal with addictions unless people have a place to live.

We have got to get out of our silos as agencies and work together more effectively.

Regarding privacy issues, it is always superseded by public safety. No one is going to be tried in court for acting in good faith and giving information on public safety.

TABLE TWO: These agencies need to have a presence in schools. The school is the real hub of the city. In schools, we know things. Until we move some of these agencies into schools, we are going to be dealing with the same issues, such as, housing addictions, family violence and mental health as people become teens, adults, and seniors. We need to have people in the schools to start working with the family unit.



TABLE THREE: It is hard for agencies to work together when they don't keep the same hours. Social services, for example, are not available at the same time as police as they close at 5:00pm. Police are not aware of all the resources in community and they need to know what is available.

People in communities don't know whom to turn to for answers in certain situations and therefore end up calling the police, these same individuals are seen over and over and this takes resources.

TABLE FOUR: Do we have the right people doing the right job at the right time? Should it be police, or some other agency?

I agree that we need to break down the silos between agencies that are involved in helping people. A lot of cities are doing interesting things and it's important that we share information between cities.

Our ACT teams have seen some reduction in calls, and reduced wait times in hospitals, which is better for public and police. The reason is that we hold meetings between Vancouver Mental Health Board and the Police in which joint objectives are set for each year.

TABLE FIVE: With decentralization of care for mental health, there was not a reallocation of resources to follow. That ghettoized certain parts of the city. Fundraising is not popular in these areas. Mental Health is not a "sexy" issue, but it needs to be a priority for our governments. Our methadone program has 300 people on the waiting list, this program pays off but it needs to be funded better.

TABLE SIX: In Calgary, the BEAT teams are the ones to deal with mental health issues. In Ottawa, medical residents ride along with police officers to deal with patients.

Ambulances come to ER facilities and we sometimes wait for hours at a time. Maybe we could hire a nurse to specifically deal with these calls so the officers could at least leave the patient.

Mental Health care has made improvements in the last ten years. Treatments are now available and the stigmas are being reduced.

We need to bring together several agencies to work together. In Calgary, we have developed a one-stop shop child advocacy center, which has been running for just one year thus far. We brought in police, social workers, and doctors, all in a friendly environment, so the child is not daunted by all the agencies coming at him.

SPEAKER: What I hear around the country is what we are experiencing here as well. As our city grows we will have a lot of issues. In health care, we have had the opportunity to go to other cities to see what they are doing and so it is now time to start adapting and implementing what we have seen.

In health care we have gone to other cities to see what they are doing, now it is time to start implementing. We just got a new director here in Saskatchewan, and she is extremely progressive.

PACT: We have just finished a pilot program for PACT in which a mental health worker rides along with the police. It was a pilot program, which has been very successful at keeping people out of ER, and is about to become a permanent program.

Outreach Services: Outreach has gone from 3 to 10. We added staff in order to go where the people are. They don't get to their psychiatrist, they don't know the time, day, or date, they live in chaos. But, there is a pattern to the chaos, and we can help.



Our team reaches these people where they live or where they are. The nurse will do change bandages or whatever else is necessary, right on the spot. This population isn't going to go to a hospital, which is often the best we can do.

Aboriginal Social Worker: We hired an aboriginal social worker and our chronically addicted older men respond to her immediately. She puts up with nothing.

Methadone program: 1400 people are currently in this program. I know that methadone programs can have a bad name with police, but we have to remember that about 900 of the people in this program are middle class folks just like us.

One of the problems we have faced in the medical system is long wait times for surgeries and other treatments. People are in a lot of pain, and doctors have been prescribing opiates to deal with the pain. Some of these people have become dependent on the substance. The dependency population is a different population from the addicts; these people can vary in age and could be anyone with a sports injury or a senior. A person who is dependent will also go through withdrawals, but might not have the same level of compulsion for the drug that an addict has. A person with a dependency could be any age.

On the other hand, an addict wakes up and that substance is the first thing on their mind, and the last thing they think of when they fall asleep. An addict cannot be cured simply from the negative consequences of the drug. Either way, both populations experience horrible withdrawal. There is nothing worse than opiate withdrawal and methadone controls the craving.

Buying opiates on the street is extremely dangerous and some are 5 times stronger than morphine resulting in people ending up in ER's

with an overdose. We have had to expand our program from 3 part time prescribers to 8. We went from 600 to 1400 participants in the program.

Mayfair Pharmacy: We have a drug store on 33rd Street, which prescribes methadone using an automated system, which is one of the only ones in Canada with 250 patients. Participants in this program press their thumb to a machine for ID.

This pharmacy actually came to us, because they were not making a lot of money off sales. In fact, they dealt with a lot of shoplifting. So, they turned their shop into a clinic. Addiction workers are on site right there with pharmacists. As the 20th Street area has become revitalized, many of the people who used to be on 20th have moved into the area of 33rd Street. People have to go somewhere and as a community, they had no support.

A nurse from corrections came together with a pharmacist and came up with a great protocol for detoxing people off of opiates. This protocol is now used all over Saskatchewan and in many other parts of Canada as well. The protocol is being shared nationally on the Surgeons website of Canada. It is so successful, that people are even able to attend group meetings while detoxing, which has been unheard of before.

In Saskatchewan, traditionally, it has been difficult to get doctors on board. No one wants addicts in their waiting rooms. The West Side Clinic has an addiction worker right on site in the clinic, which helps in getting the doctor support. Most addicts don't want to die, they just want to get high. Addicts care about these programs. If we have a theft, we knew in 30 minutes who did it because they can't wait to tell on each other.



SHARED CONTRIBUTOR: Methadone programs are a wonderful opportunity to reduce calls for service, because people are no longer using hard core drugs, stealing, and assaulting to get the drug. Governments don't see the light in North America. We need a change in public opinion as a society and as individual citizens.

HIV Case Management: Unfortunately, Saskatoon has the highest rate of HIV in Canada. There is a high intravenous drug use here compared to other places like Winnipeg, for example. There, addicts tend to smoke crack. Here, there are a lot of needles and HIV is spread among the population intravenously. And, it is starting to spread to the mainstream population. Street workers are infected. If someone sleeps with an infected prostitute, then goes home, they can spread it to their families. Our needle exchange program is working. Thanks to Saskatoon Tribal Council.

We have great neighborhood set up. There is a pharmacist on the corner, the West Side Clinic is next door, the Saskatoon Tribal Council. People can actually enter the needle exchange from the back lane. Right next to all that is the addiction worker.

HIV+ Women who are pregnant receive treatment. They are put on anti-viral medication from 26 weeks of pregnancy until delivery. With this protocol, risk of transmission is lowered to below 3%. In Saskatoon, all 52 babies, born so far in this program were, HIV free.

We have had one baby born with HIV to a mother who did not know she was HIV+ so she wasn't in our program. We have also had 50 children returned to a parent from Social Services after successful support and parenting skill training. As part of this program, participants are also required to do volunteer work in the community and get employment.

SHARED CONTRIBUTOR: When an infected, untreated pregnant woman passes HIV on to a baby, the cost to society on that one infected baby is \$1 million.

FASD program: We have programs on Tuesday, Thursday and Friday. Our programs have grown from 8 to 30 participants. We provided childcare, lunch and transportation with positive results. We have Intense Case Workers with only 15 people on their caseload and work very closely with their clients. The workers get them to their appointments, make sure they have housing, work on nutrition, and whatever else is needed.

Brief and Social Detox (Larson House): Larson house is the ER of addiction with a 24-hour EMT and addiction counselor available. There is a good relationship between EMTs and the police when they bring people in. We have dealt with everything from a screwdriver in the back to babies being born.

Brief Detox Unit: Larson House is a place to come for chronic users. In fact a person must be using when you come, with some sort of acute mental health episode to be allowed to stay. Brief gives people a safe place to recover from intoxication or drug abuse.

Social Detox: Is anything from a 7 to 21 day stay depending on what the individual is coming off of. Nurse looks at physical symptoms. The person goes from "high" to "no more symptoms", to "physical stability" before release. While there, the individual can choose to attend the social detox center for support during withdrawal.

SHARED CONTRIBUTOR: Police are actually required to bring people to Larson House and if they don't, police must justify why they did not take someone to Larson House or to a family member. They need a reason to put them in the cells.



Yes, it does reduce the people in the cells. We do have to turn people away because our beds are often full by night. We have a newly opened facility called Lighthouse Shelter, which works closely with us. Because they use cots for sleeping and therefore can't take certain people in, such as someone who might have a seizure.

We have a population of men, mostly in their 50's, who are so comfortable with us they use us as their "address". We have one chronic alcoholic that has been with us every day for 7 years and meets the criteria every day and if put into a medical facility he runs away and comes to us. This man was stabbed in the kidney with a screwdriver. Afterwards, he had a tube in his kidney that had to be removed, but he wouldn't stay in the hospital. We finally managed to get him to stay long enough on the third attempt to complete the procedure but had to have someone stay with him the whole time to make sure he didn't run off again. He has had lots of issues. On another occasion he went into cardiac arrest from having "bad" moonshine. But instead of staying for cardiac care in a hospital, he "ran away" and came to us. We have a great doctor who is willing to make house calls so we just treated him at Larson House.

We know our population, they trust us and we save money for both the health care system and the police.

A Few New initiatives:

- **Mayfair Methadone:** Pharmacy and Clinic on 33rd Street.
- **Lighthouse Shelter:** intended to aid the homeless population who need a safe place to sleep off intoxication and do not need medical attention.
- **Housing First:** people need to have a place go if they get sober and as they start to deal with other issues.

Heather's Wish List

Managed Alcohol Program: I visited a program in Ottawa. Clients receive 4 ounces of alcohol in the morning, followed by .5 ounces along with juice every hour throughout the day after that. After receiving their alcohol, they go back to whatever they were doing. People are cooking, doing laundry, etc. it is a calm and sane place. No one in this program in Ottawa was in ER or in the justice system for a whole year.

This is the population of addicts who are never going to get sober, they are too ill. People from the Ministry of Justice have visited this same program in Ottawa and the idea for this kind of facility in Saskatoon is gaining momentum.

Mental Health Court: This is already happening in Ontario and Alberta. It would be a special day in court set aside for this population. There would be special workers in place to help people through the system and Judge Whelan is very supportive of this idea.

Questions and Comments

How are we going to share all these successes with each other? Can we have a national meeting place?

SPEAKER: Every city is unique and has its own solutions. Whenever I go to conferences I go a day early to meet with local people and check out what they are doing and when I go on holidays I see if I can visit programs.

We need to be able to share information more freely. If we can get people to sign information sharing agreements, then when the police get calls regarding those particular individuals, we can access the plan already in place for how to best manage the situation.

Our city has a registry for autistic children. Parents need to opt in to the program and register their own children. It helps in situations where a child is acting out to help those called into deal with the situation know what they are dealing with and prepare to manage it safely.

Sometimes it's not about more money, but re-allocation of existing funds. We are already dealing with these people in our community. We can stop being so territorial with our money and move it around a bit.

In Saskatoon, a study showed that \$1.2 million was needed annually just to deal with the top, people the Saskatoon police deal with over and over, which in my opinion does not seem to be an accurate figure.

We have to keep in mind that housing alone is not an answer there needs to be more resources in schools such as police, social workers, prevention workers. Social workers can have more success in schools than police because they are in a position to provide more support. Problems can continue over generations and there needs to be an intervention with families and providing housing only is not the only solution.

SHARED CONTRIBUTOR: In our Housing First model we provide support for the landowner and the people living there. If something is wrong, we can send an outreach worker in before it reaches a point where someone could get kicked out. In fact, sometimes the program works too slowly and we have reached out and found landlords just on our own, who are willing to work with us.

There will never be a simple solution. As mentioned, some of these people will always need help, whether it's getting to appointments, finding a place to live, making nutritious meals or in the delivery room and sometimes their worker is the only person they have.

SHARED CONTRIBUTOR: We have had a lot of success getting the right police officer into our school. We are a First Nations band and we now have a First Nations police officer in our school, just outside of Vancouver. He is from the area and knows the struggles in the community, issues with residential school survivors and so on. He has really gained the trust of the children and I am seeing them coming out of the cycle. It is really exciting. It is like they now have someone to prove themselves to.

SPEAKER: Personally, I think most successful programs are about the "right" person. We need to start a central index of programs. Every community has had successes and we need to have access and make the contact back to that community to find out more about their programs.





DAY 3 – WORKSHOP 3: BUILDING FOR THE FUTURE

SPEAKER: S/SGT. SUSAN GRANT welcomed participants and introduced co-speaker, **LEE TAYLOR** who led and presented the topic of building a police station for the future requirements and all the challenges that goes with it.

The First Steps – Building Support

Most police facilities continue to operate well past their planned lifespan (overcrowded, impacting efficient police operations, morale, and safety and security issues).

Proper planning from an early stage is the single most important ingredient to a successful project. Your current facility's shortcomings and risks, such as poor layout, lack of workspace, unsafe areas and code infractions will get worse as time progresses and the cost of addressing the problem rises. Once you start building or renovating, there could exist non-conforming issues that must be dealt with.

Attributes of a well-designed police facility include a building that supports police personnel in their work to save time and money, highly visible and able to serve the community, accommodate growth and changes to programs with built in flexibility, improve staff moral and retention, protect the integrity of the judicial process. You must show them why a new facility is necessary; invite representatives to tour your facility to see inadequate conditions.

In the planning process, it is important to recognize that the life cycle of a building is 25 years and it's imperative to doing it right the first time. During your planning, go through wants, needs, and the nice-to-haves.

Avoid “anything is better than what we have” thinking and show them the latest and greatest so they are set up for the next 25 years.

How to Make it Happen

Do your homework, document issues with the current facility and be prepared to have the answers to why, how, where, when, and how much can come later. Put together a projects team (police rep/city rep/consultant) that work together to ensure that nothing gets left out and the money is being well spent.

Synergies that can improve support of the project are things such as community and culture rooms, shared recreational and training facilities, co location with fire/EMS and areas in which the city is trying to redevelop, Saskatoon's new facility location as an example.

When they won't give you the money, point out your liabilities of doing nothing and include cost, show them that this is not an unusual request and that you are prepared (with an oversight committee) to ensure responsible spending. There are phases in any building project that must be successfully completed before you can move on, and the process is needs assessment to programming to accommodation options and design concept which does not happen without the successful occurrence of the other phases



Authorities and legislation available to you to bring about change

Police Service Boards, Provincial Police Services Acts, Occupational Health and Safety, Accessibility Acts, Commission for Accreditation of Law Enforcement Agencies (CALEA).

Establish the need with the Needs Assessment Report or Stand-alone report that could include accommodation strategies, site selection, and design concept. Sit down with user of the space and they will tell you what could make your operation more functional in the future. Senior levels have ideas but users know what they need. Programming - a qualitative list of requirements for the building as a whole and all spaces within it. These are both precursors to design, you must state the requirements but not yet look for solutions.

Once you know what you need, how do you go about it?

Accommodation strategies include fitting theoretical needs into a physical model, renovate or build, project phasing, land acquisition and other financial aspects. Everyone's project will be unique to their area so one must consider location and how it fits with your policing objectives. Some things you might want to consider are parking which is always an issue, planning for the future, renovating will mean you still have a space deficiency, building new might be a hard sell but show them why building for the future is the best approach and plus renovating can sometimes exceed new construction and disrupt ongoing police operations.

Saskatoon Police Service is designing for growth with a ton of meeting rooms that the community can use and offices are being designed for 12 as only 6 can be housed at the moment.

Blocking and stacking diagrams with colour coding when planning your layout helps you see who needs to be where and if it makes sense, for example, outside agencies to have space and remain on main floor so they don't come through secure areas. Consolidating administrative and operations will offer efficiencies and cost savings, however, population, geography, and response times may dictate a decentralized model to best service your community.

S/Sgt. Grant recommends a one-week course, put on by the IACP where they talk about building police buildings. Visit the IACP website, they post it approximately two times per year.

Where should we Build – Site Selection

Space should not be too small but rather have good visibility to the public. Establish criteria and relative importance. What is your ideal and acceptable location? Look around for available properties whether city owned or privately owned and evaluate each under location and physical aspects. Always have a backup plan.

How Much – Cost Estimates

Police buildings sound costly to city officials but in reality, your building will be used 24/7 with high security technology, secure post disaster construction and the high cost areas are areas of detention and forensics. The Saskatoon building costs \$300.00 sq foot, the bigger the building the lower price tag associated than smaller facilities but ask yourself how specialized you want to be, because training space for example requires a lot of space.

Distinguish between construction costs and project costs as they are completely separate and account for 3% or 4% inflation.

Getting it Done – Project Delivery Options

- Tradition design/bid/build
- Design/build (Saskatoon chose this, Ellis Don winning bid)
- A new trend is P3 Design/build/finance/maintain

Make it Green – Leadership in Energy and Environmental Design (LEED)

This is a point based green building rating system administered by the Canadian Green Building Council; points are earned for building attributes considered environmentally beneficial. The requirement to being LEED certified is that 10% of building materials must contain recycled content. LEED has 110 points covering seven topic areas and each topic area has a statement of associated goals:

1. Site development;
2. Water efficiency;
3. Energy efficiency;
4. Material selection;
5. Indoor environmental quality;
6. Innovation in design; and
7. Regional priority.

City of Saskatoon has decided that we are LEED certified. One of the things we prioritized was energy efficiency to allow for operating costs to be lower. It was noted that donors may be more interested if you are certified.

The Saskatoon Police Service (SPS) Experience

SPS needed to be bigger the lobby area was too small, equipment couldn't fit and tons of files in the hallway. Underground parking will save time and money for patrol members and our integrated units will be housed in this building, there will be easy access for media, museum for the public to view all of which are initiatives that make it interactive. We are building for the future, not our present need, we will be moving in January 2014.

Questions and Answers

Q: Kids play area in Saskatoon; will the new facility allow kids in the neighborhood to play?

A: No, it's more for the use of police services needed by the public.

Q: Are you planning do have a daycare?

A: No, it was looked into but we are not confident we wanted kids in there for safety reasons.

Q: Parking structure on outside; what did it cost?

A: Approximately 7 or 8 million dollars, however, members will pay for their parking. We needed onsite parking, as there was none in the area.

Q: How much and how large was the land purchased?

A: 6 million dollars with 6 acres of land.

Q: What are you doing with the existing station?

A: The old one is for sale.

DAY 3 – WORKSHOP 4: POLICE STRESSORS

SPEAKER: S/SGT RON CAMPBELL has 32 years of diversified experience with the RCMP. Ron discusses mental wellness in policing including Operational Stress Injuries and their cost to the workplace and self care.

Operational Stress Injury (OSI): not a diagnosis but rather a general description.

- Nervous/mental breakdown is a consequence of mental illness and is acute and time limited (i.e. crisis).
- Stress breakdown is a psychological injury, which is a normal reaction to an abnormal situation typical in the workplace (OSI)
- Causal factors are things police officers are exposed to – homicide, persons crimes, MVCs, OIS, peacekeeping, large disasters (ie Swiss Air, tornadoes, hurricanes) members killed on duty/ suicide, major crimes involving child victims & suicide interventions, etc.

1/4 Canadians will experience a mental health crisis in their lifetime and 1/3 self-report. Through general opinion in speaking engagements psychologists believe 1/4 police officers suffer from an OSI will self report and seek psychological and/or medical assistance. There are a number of officers who will wait until retirement before suicide – this means we're failing them.

Q: Is this getting worse?

SHARE CONTRIBUTOR: I think it is on the rise because people are more aware of it.

SHARE CONTRIBUTOR: Expectations of officers on street is much higher and they have so many restrictions, everything is done in a fish bowl with eyes always watching.

SPEAKER: it's becoming a more violent world; little respect for authority. These incidents are on the rise because of more self-reporting and there is a large increase in those asking for help. The junior members are more inclined to reach out for help and senior members are moving past the stigma and cultural bias to get help. Posttraumatic stress is normal, as most people have experienced it in one-way or another (i.e. losing wife to cancer; nothing to do with job).

Inhibitors to appropriate health cure:

- Cultural bias (strong in police services)
- Understanding (broken leg vs. broken spirit)
- Pride
- Stigma
- Peer pressure

As cops, we rationalize everything – we put it in a box. If there's no box, it's problematic because they don't know what to do with it or how to feel about it, etc.

Costs:

- Potential legal costs = lawsuits
- Health care (7.1% of salary dollars go to treating mental health = RCMP \$60 million)



SHARED CONTRIBUTOR: The health plan is almost like a checklist; because of CBA, there are only 6 treatments available when you may need 20 this creates a huge cost to people.

SPEAKER: RCMP does not have a peer support program but there are some police services (Vancouver, Edmonton, Calgary and Peel Regional) have very good support programs and networks. In addition to medical and psychological peer support is an essential component to OSI recovery. Peer support allows you to talk to people who have been there and who understand. They help you understand that what you're going through is quite normal given the circumstances. Once we can make sense of it, we can move forward, but those who need help must want to ask for it.

Why are physical injuries deemed more acceptable than occupational stress injuries?

- Lack of understanding/awareness
- Cultural bias/non-belief that OSI exist
- You can see physical injuries and not the OSI
- Management myth – if we acknowledge it, then there will be a mass exodus to the sick leave turnstile.

None of this means that police officers have forgotten how to do their job. Young officers have better understanding of the concept that “it’s not what we are but rather who we are.”

Questions to ask:

- Denial?
- Acknowledging something is wrong but avoiding?
- Making excuses for behavior
- What is stopping them from reaching out

- Loss job
- Stigma
- Peer pressure and respect from colleagues

Coping Techniques:

- “Talking it off” helps process the memory and emotions of the incident, which helps in realizing that you’re not alone.
- Exercising helps the body burn off adrenaline and cortisol from stressful situations.
- Emotions may be too high for an objective decision. Examples of this is quitting the unit or job, or transferring out.
- Structuring makes one worry about less and ensures they don’t take on too much.
- Life changes in a highly emotional state impeding the cognitive thinking process.
- Work/Life balance is an issue with 58% of Canadians who reported overload associated with their roles.
- Acquire the ability for cultural change – do not judge, be more supportive, empowering, validate employee’s values and be bold with changing attitudes inside of the agency.

Ethics and Values is another important area. As police board members follow through with your mission, vision, values and discuss the belief that psychologically injured employees will be stigmatized and vilified? Discuss and recognize the ethics and values in your police service that are driving the negative behavior that causes this to even be a consideration? We must make the programs that are available more proactive and promote them to employees, to want change a political will and momentum needs to be in place.

SHARED CONTRIBUTOR: Racism inside the force is not just a psychological trauma but is rather a cultural trauma.

SPEAKER: I believe my generation, the boomers, are now the problems in the organization. People from the 70s and 80s are trying to run a modern police organization.

Officer overreaction to incidents could be a result of something that happened in their personal life or an incident that they've experienced for example, officers yelling at a mother for not having her child belted in properly. The overreaction from this example might have been from a traffic incident where a child was killed as a result of not being belted in correctly, or his/her own child fell in the backyard and broke an arm, etc. It is difficult for any human to leave their personal life at home when walking into the doors of the office.

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DAY 3 – PLENARY 6: PANEL ON BARGAINING & ARBITRATION

SPEAKERS: SASKATOON CITY COUNCILLOR CHARLIE CLARK introduces panel of three experts each of whom will speak for ten minutes each following the presentation will be Q & A surrounding contract negotiations.

EVAN BRAY, President of Saskatchewan Federation of Police officers, has been a Police Officer for 19 years and is currently a Staff Sergeant with the Regina Police Service

GARY BAINBRIDGE, a long-term lawyer in labour negotiations represents Unions and employees across Saskatchewan, providing legal services relating to labour and employment law. He represents a large number of Unions at arbitration hearings, and before statutory tribunals and courts. He is also involved in the litigation of aboriginal law issues.

DAN ISH is also a well-respected former dean at our Law School at University of Saskatoon. He has been involved in reviewing our Trade Union Act in the 1990's, and has most recently been responsible for the file on the Indian Residential School Payments. He has a lot of experience as an Arbitrator here in Saskatchewan and Canada.

EVAN BRAY: Representing Bargaining – Through 19 years of service on the police force in Regina, I currently serve as a Staff Watch Commander. In first year he ran as a director, and this has been a good supplement to my career.

Words of Encouragement to Police Boards: I appreciate the opportunity to speak because I am first and foremost a police officer. I am passionate about my career, serving my community, and the city

of Regina. If you love the job you're doing, it is not an us vs. them mentality. In Saskatchewan, the goal is to make the job better and enhance safety. Secondly, I love the opportunity to speak to Police Board members and I recognize that it is a challenging job, especially with the budgeting and negotiating challenges and thank you for taking the role and responsibility you have, as you help to keep our community safe.

In regards to bargaining, we have a good track record. There have been close to 40 rounds of bargaining in the police associations, and we have only been to arbitration once. We really believe that any time you can get a collective agreement at the bargaining table, it is better for relationships and both sides. Firefighters however seem to be at the forefront of news on their wages, and it seems that arbitration is always being spoken of.

Police budgets take up a huge part of municipal budget, around 20%. There is 90% of police budget that goes to salaries, leaving little for cars, buildings, gasoline prices, etc. Police costs have remained consistent with overall city budgets. Police officer's wages have definitely gone up, and that's a result of collective bargaining. For that, you get highly trained professional men and women who ensure we maintain a healthy, safe community.

You get a one-stop-shop with police officers. There is great complexity with policing our communities. Police officers wear many hats ranging from bylaw enforcers to suicide preventers. The challenge is when a five year old calls in at 9:00pm, with the child hiding and saying that daddy is hurting mommy, it is the police officer responding first to the mentally unwell in this scenario who tend to be off their medication.

You are getting a group of women who are facing a higher rate of scrutiny than other men and women in their jobs today. As a police

association president and executive member, we welcome oversight, because it allows us to show that there are hundreds of thousands of contacts between police officers and the public, the vast amount is positive. Important to remember is that the majority of the time police officers are showing up to a scene often negative in context. There is a cost of technological changes in how we report and investigate crime itself. In investigating Internet crime, we are on the tip of the iceberg.

Saskatchewan has few associations that have successfully bargained formulas into their contract. The Moose Jaw agrees to have 93% of what Regina has, there is an increasing like-associations agreements occurring. We are currently restructuring our negotiations, and bargaining is all about relationships and understanding each other is crucial to this course of action. We have had a great working relationship with the stakeholders in Regina, providing a great community service and are excited about streamlining the justice system.

GARY BAINBRIDGE: Representing Labour Law - It is in my self-interest that there should be more arbitration, but in fact, that is not the history in Saskatchewan. I am happy to say that the police sector has little or no experience in arbitration in Saskatchewan.

In arbitration, we must focus on what are the factors that are sacred, what about monetary factors, and how can we prevent defrauding.

Modern Labour Arbitration is a 3-legged Stool:

1. Right to organize.
2. Right to bargain collectively through a single voice, and single contract, and employer recognizes voices.
3. The right to strike, and withdraw services in attempt to force employers into more favorable contract.

All three of these legs of the Stool must exist for it to work. The right to organize is still safe in Canada, however, the RCMP do not feel the same, as they are, prohibited by law to form a union.

In Canada, the right to bargain is minimally protected in that if you have it, you can keep it, but if you don't have it you cannot enforce it. The right to strike is increasingly under attack in Canada. Looking at the old days annual or biannual strike of postal workers around Christmas time whereas that simply will no longer happen. These days, strikes by Federal folks have been immediately greeted by a mandate to work (essential service).

There was a 1976 police strike that lasted for 19 hours because it is known that once a strike happens with the police it will immediately be greeted by legislation. Saskatchewan until 2007, had legislation outlawing essential workers (including police officers), however this legislation has come under great challenges.

The reason we have interest arbitration is that this is the trade-off for the right to strike. Whereas any other employee can withdraw services, that is not a right for members of police officers. As a substitute for the right to strike is the right to go to arbitration, it is for this reason we have interest-arbitration. In Saskatchewan, that legislation has a most curious deficiency among many. For most police, there is no right to go to arbitration. If you go on strike, you just keep going on strike, not arbitration, however, you cannot go on strike, as you are ordered back to work. The government was successful in appealing the right to arbitration, and it is now on the way to the Supreme Court, and the right is to be determined.

Adequate, impartial and effect has been determined as key components of arbitration by the Queen's Bench. In Saskatchewan, you cannot go to arbitration unless both sides agree Firefighters unlike

police do have the right to go to arbitration even if only one side wants it. There are no factors in place that arbitrators must consider. but now there is a list of factors that arbitrators must consider on fire arbitration such as the general economic condition or the ability to pay.

We need to find a list of factors arbitrators must consider, we should keep an eye on the decision to be made by the Supreme Court of Canada regarding what it means to go to Arbitration.

ARBITRATOR DAN ISH - Arbitration varies a lot across the country, most arbitrators don't deal with interest arbitration, but rather rights arbitration, which deal with previously established agreements that are violated.

In Interest Arbitration, you are given a blank slate, and when a case does go to arbitration, it represents a failure in the parties to get an agreement. Interest Arbitration was put in place as a perceived necessary backstop. The preferred approach is getting an open agreement, and avoiding arbitration.

One arbitrator said that in Interest Arbitrations, he should not remain as a third-party or non-bias but rather it is his obligation to apply the evidence objectively, in a way that reflects what would have happened if the parties would have kept open communication.

Vincent Ready stated that the arbitrator must view and examine the evidence and current issues such as economic climate, cost of living, collective agreements negotiated in the past, and other factors. Most arbitrators have looked at the same set of factors that are looked at in jurisdiction where there is legislation. How can an arbitrator put together an agreement that they would have come to, when the two parties couldn't come together to an agreement in the first place? The decision cannot be a reward in a vacuum; it must take into account

sector, environmental and economic factors and constraints into consideration. Unions will often use binding arbitration thinking they can get more in arbitration, and in vice-versa with the boards doing the same.

The problem lies in that if it is there as a matter of right, you have an effect that the parties do not try their level best to negotiate. In fact, you have an internal reason not to try your best. You may be inclined not to budge and go directly to arbitration. There is a built-in incentive to come in with relatively extreme positions rather than focusing on getting closer. That can be remedied by final offer legislation which works where issues are crisp, and where only linear issues such as money is involved. The two sides come in, give their final offer, and the arbitrator picks whichever one seems most reasonable causing quick honesty.

Strategic use in mandatory arbitration is found in the notion of ‘passing the buck’. While the board is happy to give the requested amount of money but are afraid of taxpayers, they can happily blame the arbitrator for the ‘decision reached’. Arbitration should not be the last authority, as it is fraught with many difficulties.

Delegate Input - Open Mic

SHARED CONTRIBUTOR: Some feel that over the years arbitration has simply ‘cop out’ and doesn’t thoroughly analyze local conditions, but simply makes quick decisions and goes on to the next decision.

SPEAKER RESPONSE: There is mixed response to that across the country. In the public sector, where you have a tax base and can raise money that way, it is really a policy choice, deciding where to put the allotted money and the ability to pay is not a factor. However, Vincent Ready does concede that local economic conditions are a factor.

SHARED CONTRIBUTOR: In the past, the economic climate of culture was a have-not economy. This also affected other issues, as we had to be aware of the economic climate and the wages of average citizens, and their ability to pay higher taxes.

Comparative arbitration is interesting. However, in classic labour markets, recruitment and retention are the primary factors.

SPEAKER RESPONSE: To simply say we don’t have the money in the past has not gone over well, particularly in the private sector and this is a poor argument if they do in fact have the means to pay.

If in fact the arbitration award goes sideways, and we need to go to court to have a judge look at the reasonableness of the standard, the decision of the arbitrator could be deemed unreasonable to stand. Courts do preserve a jurisdiction, where they can deem the decision ‘off the rails’.

If I go to MooseJaw, I will make less than working in Regina, it is evident that there is discrepancy between Saskatoon and Regina despite doing very similar jobs.

SHARED CONTRIBUTOR: Have the associations considered coming together and pressing a Provincial Bargaining Approach?

SPEAKER RESPONSE: We could have a whole session on surrounding this question. Coordinated or Provincial Bargaining may take away the ability of control and limitations of cost. It could be done if all police boards collected and talked about it. It comes back to relationships and finding how a relationship can be created and maintained.

DAY 3 – PLENARY 7: PANEL ON EFFECTIVE COMMUNICATION

ELI EL-CHANTIRY, Chair of the Ottawa Police Services Board, **SHERYL WILLIAMSON** from the Vancouver Police Board, and **MICKI RUTH** from the Halifax Board of Police Commissioners look at how boards can develop an effective communication strategy to avoid surprises when contracts are negotiated and to ensure that the public interest is respected.

SHERYL WILLIAMSON: Between Ottawa, East Coast, West Coast, we all do things differently. It is a challenge to try to make things universal when bargaining. In British Columbia, our boards employ the police who are funded by the city this enforces that any proposed agreements to the unions is to be approved by board and council. The City is represented by a manager of Human Resources, and a lawyer with impressive bargaining experience, through this structure we are kept in the loop, without being present at the negotiations.

It is paramount that the relationship we have with our union is strong, open and also exists outside of the bargaining arena. It's the values that we must consider in the relationships such as what we are doing, and why we are doing it. We are making investments in human resources and it is about the return on investment; are we getting value? We also need to look at the value that our sworn members bring, since it's not just about the bottom line.

As we have this discussion think about your intentions as boards, employers and interested parties in negotiating. Do you want to go in with the goal of communicating that they are valued vs. going into a meeting with your own finite agenda in mind to accomplish.

ELI EL-CHANTIRY: In 2004, people had a problem with retention, due to salaries vs. living costs and so policing based on years of service was increased so that retention could occur. OPP gave their employees the same amount for retention. But who asks about the tax payers' limits? Why did the OPP match the retention payments when there was no retention problem?

Ontario Association of Police Boards are trying to work together to solve the problem of disparaging contracts and the issues this causes. Many people avoid going to arbitration, as they know that money will be spent on lawyers and we will still only come to an average, and go on.

The firefighters simply sit in the police station, wait until the police get a settlement, and then demand similar statements. What about the other agencies that we know if investments were made, it would reduce crime? What about these costs? This must be considered. The rate of past pay increases have been significant but are not sustainable. We cannot keep up with this trend of increase pays.

The ME TOO CLAUSE: OPP is getting the same amount of money in the ME TOO CLAUSE. This is the type of pressure we are facing in our province.

MICKI RUTH: We haven't had to negotiate in 15 years in Halifax. Almost 15 years ago, we went into an amalgamation, and entered into a 15-year agreement, and along the way, there were a few openers allowing small renegotiations.

We are blessed with 2 police forces being integrated in that they are policing the same area. We have to give consideration that RCMP do what they do on a national level. They have to be paid across Canada on the same level, however, in Halifax, we are going to have officers in the same cars, doing the exact same thing, in the same conditions, that may have different pay. We cannot have that occur. The factors to be considered are relevant, just as they are relative across all employers in Canada. These factors include:

- Ability to pay
- Attainment problems
- Retention problems
- Demographics of workforce, etc.

These factors are as relevant to a police service as they are to any other employer. Communication is key in meeting at the bargaining table with our association. The more that we know and the more we can talk in a reasonable manner focusing on the same goal of having a fairly compensated work force that is motivated, wants to work for you, and is attracting other people the more that can be accomplished efficiently and effectively. Sharing the same goals should be communicated all throughout the year, not just at bargaining time.

Delegate Input - Open Mic

SHARED CONTRIBUTOR: When about to negotiate, what if the association takes the matter to the media, and let them fight for you, how would you communicate with them? I want to do my own negotiations and not have the media do the fighting for me.

SPEAKER 1 RESPONSE: For any police association it is a symptom of desperation, feeling that there is nowhere else to go, there is no other way to be heard, and therefore, garner public sympathy. This

can be avoided by mitigating open communication all of the time. This takes away the likelihood of someone trying to speak out and sensationalize it. This generally happens where a relationship has gone wrong prior to a renegotiation.

SPEAKER 2 RESPONSE: Relationships are key and therefore we must work together, but sometimes it doesn't always go that way. What we are looking for is to evaluate the job, don't just compare to the next guy. Remember that proactive expenses that are unrelated to police officers may in fact relate to social workers coming alongside of police officers.

I keep hearing that police associations are saying that they do not fight crime alone. They fight it along with other agencies. Rumors that start media storms and panic are again due to not communications at the beginning.

SPEAKER 3 RESPONSE: With regards to communicate effectively there also needs to be joint communication between the board and police associations themselves.

We must remember that as firefighters and police have very similar pay, there is a significant attainment problem that exists in police services that does not exist in firefighting services.

SHARED CONTRIBUTOR: In order for the relationship to remain whole between the police chief and staff, and the police board and staff, how do you keep communication open?

SPEAKER RESPONSE: You must have a good relationship and ongoing communication. Decide what you will engage the executive with and go case-by-case the review must be as much on how something is done, as much as it is why something is done.

SHARED CONTRIBUTOR: What would a Working Group Look like?

SPEAKER RESPONSE: We need to find a way to create, itemize and access a body of language. CAPG is a great place to access the knowledge, but the mechanics of how to do that has to be decided. The people who are not at the negotiating table need to be able to be armed with information as well.

Please provide feedback to the CAPB on how we as an Association can help you with issues regarding negotiating deficiencies.



DAY 3 – LUNCH SPEAKER: JENNIFER MARTIN HOST, ALBERTA PRIMETIME

SPEAKER: JENNIFER MARTIN is a Co-Host of Alberta Primetime Weeknights, CTV Two Alberta and speaks on her tragic personal experiences of mental health issues within the force and the affects on herself and her family.

“I need to get an important perspective out to people like you, people who have the power to save lives.” As I was jogging along the river this morning I decided to face the river when stretching rather than face the dumpster. It's a choice.

But today, we need to look away from the positive images, and look at what is the unattractive side of your services. In there, behind the dumpster, look at the ugly parts. I would ask you with all my heart to do something to make things better.

I am amazed and struck by needs I didn't know existed and the response from people like you, who are willing to do things to help those people. Today, I am trying to be an inspirational storyteller. This is something I don't particularly enjoy, but would regret saying no too. Thank you for staying and taking in my story.

My husband, Brad, was a great man, but he also struggled to cope with both the bigger life stresses and the small mundane issues we all face. Things like how I put the knives in the knife block were huge issues in my house. My "normal" was not the same as everyone else's "normal." As a result we all struggled. So much love, anger, hurt and not feeling good.



In November 2011, he hung himself in our basement. He was in a dark place and could not find his way out of it. The unbearable pain needed to end for him. His final act was abusive to the ones he loved. Not something that his healthy self would have inflicted.

I got him down, somehow. He had seen suicides. He knew what he was doing. He was messing around. He handcuffed his hands to his belt. I finally managed to call 911 but they got lost on the way to the house. I tried doing CPR. Even though I knew it wasn't working, I couldn't stop. I knew I was trying to breathe life into a corpse. It was kind of a tough day.

We still struggle every day. I am glad my sons didn't witness what I saw. I had support of many friends, teachers at school, kid's hockey coaches and a few colleagues.

My husband's work for our first 10 years together made me so proud of him. He was brave, strong and capable. He witnessed sickening, awful things, but he never talked about them. He helped people, and at other times he had to deal with people you would never want to spend a single day with.

While he was on the tactical team, he needed to hurt people every day. Because they had to, these people were a threat to themselves or to others and that team killed people at times. He wouldn't talk about it even though I asked. The macho culture of the police force is, I hope, being broken down. "Suck it up." His father was a sergeant with the Toronto Police. "Suck it up. Don't bring that home to the people you love."

And please remember, just because there is help available, doesn't mean that people will take it. I was 'forced' to take a stress leave. It's embarrassing. "What will my co-workers think of me?" My husband

was a take-charge type of guy, a doer, a hard worker, and lived life to the fullest. Head down, full steam ahead, active, a natural athlete who loved the physical aspects of policing and sports. He suffered 14 concussions that he knew of.

Once, on the job, a biker picked him up and threw him on the floor and was dragged out by two other officers. He never told me about that one. He has been knocked out playing baseball and hockey. He had an MRI but the doctor told me that this kind of damage doesn't show up on MRIs. Over time, damage from a concussion can get worse, not better.

At a center in Boston expert personnel are taking the brain of football players, military personnel etc., and have learned a lot. There have been lots of suicides among people with concussions.

It is a huge risk in policing. My husband was never diagnosed with anger issues, PTSD, or other problems related to concussions. He did have migraines and was given medication for that.

Brad was not the same person I had married. We talked with 5 psychologists and counselors during our marriage, all these attempts failed. I understand why now. Why? At the time, I just didn't know why, I couldn't figure this one out. But I was hurting and unwell too. Mental health issues are contagious.

We knew he loved us, but he could be mean, and he always seemed angry. He was frequently verbally and emotionally abusive and most disturbingly towards the end, more physically rough with the boys.

After what he had dealt with, I guess it was hard for him to draw that line on what to do with his own kids. We were never good enough. He was big, powerful and scary. But he was sick and I still loved him.

I loved and was proud of him, but I also hated and was afraid of him. Chapter two began after he took his life. I couldn't sleep. You can't "un-see" things you have seen. You can't tell grief or horror to just to go away.

On three occasions, I pulled over in my car and, without any self-control, screamed as loud as I could for I don't know how many minutes.

The horror of seeing him hanging will never go away. It just follows your eyes day and night 24/7. It still haunts me at night when things are quiet.

At work, a supervisor asked me if I was drinking. Not sleeping night after night, I probably looked like it, but I wasn't. I forgave him. People don't understand what grief and PTSD looks like. I had hallucinations. I would see Brad's spirit in our guest room and felt as though he was screaming at me. I was afraid of crowds. My teen boys slept in my room for 4 months. It was easier to isolate than socialize.

I began planning my own escape about 8 months after Brad's death. The thought of suicide becomes a warm blanket. By the time someone starts thinking about that it's not scary. It seems like a good idea because it is easier than what you are dealing with. It is strange to feel that, but that is what it feels like when you are in that spot. But luckily, because I had watched Brad go down that path I was able to seek effective help and try to get better.

I still wonder how my husband, a successful police officer and one-time suicide hot-line volunteer, could have not stopped himself from going down that path. Why wasn't this something I learned in school?

Why don't Canadians who witness horrific acts get automatic counseling? Why aren't police and other first responders who take their own lives honored in some way? Wounds for the mind can be fatal. I think that was a major factor in the killing of my husband. There was a murder in my home.

Medical emergencies... if we can see it, we are all over it with doctors and painkillers. Police, fire, EMTs. They all came to my emergency. The federal government knew what had happened. The police service knew. Authorities knew what happened. I did not get one single offer of care, not one. That is offensive. It makes me angry. It's wrong.

In my case, I live in a municipality with volunteer victim services. Someone was able to stay with me until my parents could get on a plane and get to Edmonton. It was very kind and helpful, but lets be honest, that's not enough.

And what happens if people don't even have that? We need more. Statistically, it has been shown that women and men deal with PTSD and anxiety differently. Men with anger, women through isolation. I was diagnosed with PTSD and depression. I suffered from nausea, headaches and horror. I was given a referral to the Edmonton Operational Stress Clinic, which is usually only available for military personnel, so I was very fortunate. I told the psychiatrist I was fine. He said, "Well, actually, you're not."

Treatment for PTSD works. I had 6 weeks of therapy and some homework. The likelihood of re-occurrence for PTSD, unlike depression, is very low. It worked. I feel cured.

It is scary but get the help. The first thing they work on is self-esteem. A lot of people feel crappy about themselves because of all the rotten things they have had to do. Be brave. Be brave enough to accept all the things that are going on and be brave enough to get treatment.



In your jobs, you have the power. The power to hopefully prevent more of "me" because there are already lots of "us" out there. We need to understand the negative behaviors better.

Do you know what I think about when I see an example of officer brutality? "That poor cop. How much pain is he in?" Losing control like that is a sign that he needs help. Someone has to care. He is hurt and he is letting it out on someone else. That is why police brutality exists.

Brad was written up for being too forceful, too violent with prisoners. But that is how people had dealt with him. He was hurt.

The reasons for the hurt...childhood abuse, spousal abuse, trauma on the job...it doesn't matter. We need improvements for serving police officers.

We need to be imaginative and caring enough to do things better, to reduce this suffering. Look differently at human beings and help solve the hurt for your officers and their families.

I would have loved to learn something a long time ago, but the wives just get invited to the Christmas Parties. The wives, the families, the friends of the officers, they all take the brunt of the hurt.

Do what you can for those for which it is not too late.

Delegate Input – Open Mic

SHARED CONTRIBUTOR: In your husband's prior department, have things changed since your husband's death?

JENNIFER: A little. It is great to offer more understanding and

counseling. Just make sure that it is actually effective. Make sure that spouses and children, or parents of younger officers understand what is happening in the life of the officer.

I believe I could have saved his life but I had no understanding of what was going on. Make sure that people feel comfortable getting help. That is way harder than you think.

SHARED CONTRIBUTOR: Toronto programs are emphasizing wellness, but it is one thing to have programs. The culture must change. How do we make sure that there is early intervention and not just programs that aren't being used?

JENNIFER: Brad left the force after 10 years, but actually, most of his problems started getting worse after he left the force. We need to keep providing support even after people have left.

SHARED CONTRIBUTOR: I have been focused mostly on mental health issues in the community. Something tells me I have to be looking more closely at mental health on the force.

JENNIFER: Please do, when someone tells you, "I'm am fine", think twice.



DAY 3 – PLENARY 8: CRISIS CALL & SPEAKING THROUGH SILENCE

SPEAKER: FILMMAKER LAURA SKY has a new project entitled “Speaking Through Silence - The Voices of Children in Military Families Living with Post Traumatic Stress Disorder.” It is designed as a healing tool for veterans, Canadian Forces members and their children and families. This documentary tool kit provides a model of peer and community awareness, support and engagement. The project was designed to help broaden the conversation among everyone concerned about and dedicated to the healing of those affected by PTSD and stress-related injuries.

I see people in your position not only as policy makers, but also as change-agents. You are among the top of the list as people I could engage with on this issue.

My films are divided into chapters and I need the perspective of the police officers. I cannot use the descriptive of ‘must’. I am only trying to relay happenings and I wish for this to be a transformative conversation.

The organization I developed in 1983 is a charitable organization. We do documentaries about social issues we feel are important. We finished this film in 2003. I am encouraged to hear that in Sudbury, Lethbridge and Prince Albert, there is a hub-system that is occurring. However, people in mental health crisis are still finding themselves in jail and police officers are often profoundly traumatized, as still are their families.

I grew up in a family that taught me strong social values. I was born just after the Second World War, and my family is Jewish but very strong believers in justice in the workplace and among countries. The

dinner table conversation would always come back to the Holocaust. Affecting the Jewish but as it affected minorities, which were to be eliminated. The question at the dinner table was, ‘what of the people that knew about it and didn’t act?’.

The rule in my heart is to speak out when you see injustice. It takes risks to say the truth. What is it in police office culture that gives formal and informal police punishment for speaking out about issues? What happens when the worst things happen? Are the worst things in communities when police get shot, or inversely, when someone who is mentally unwell gets shot? The trauma that happens to the person who has been shot or injured and his/her family is significant, but what happens to the police officer and his/her family?

Are we putting police injuries back on the road because we can’t or won’t reflect on the reality of PTSD? There are great dilemmas to be considered when police boards must look at responsibilities and liabilities regarding PTSD and statistics don’t work. The numbers only talk about the people who actually disclose to selves, employers, etc. The stats don’t reflect the real suffering that has been happening for the police officer and his/her family. Therefore, I will not talk about statistics and will therefore talk about the bigger picture. I will show you great examples of police interventions, and I will show you some terrible issues regarding allowing the mentally unhealthy being charged with criminal offenses. I think the policies that got us there such as taking us through inadequate care for mental health and addiction issues are what bring about their own trauma to society.

Police training and culture must be addressed. I spent much time investigating training programs, and simply watching police colleges.



My observations deal with where training does and does not work in real-world applications on the job. We don't use the word mental illness; their issues are often a result of trauma and abuse. There was a shooting instance in Toronto in which I then realized the group who were psychiatric survivors were frightened. So I decided to take on this project and work with them.

A lot of the police officers, police trainers and educators were deeply concerned about the issue of shooting a boy nine times in Toronto. I knew after a while that there was a woman who had been involved in the shooting. I eventually got to meet Andrea Kalin. She is a very, very courageous woman who took great risk to appear in this film. She had good support from some of her colleagues, but in the long run, I believe she paid a price, which I think speaks volumes of her.

In every organization I've worked with, there are agents of change like Andrea, and often management and leadership who resist change. It's like watching choreography unfold. The community has said that we need to change; we also need to appear to change. They need the evidence. We need you to take wise risks.

I saw through working with police services that very dynamic. Saying they want to change, but change proving to be prohibitive and too risky. I saw some amazing interventions. I saw police officers take a situation, calm it right down, and change it in 20 minutes. However, those are the invisible situations.

You are going to meet Andria Cowin, and I will show you an intervention we filmed on the spot. There are lots of interventions we did not film, simply because it felt wrong. In this case, we filmed using real consent. One of the goals of this project was to create a bonding between unlikely allies, to see if it was possible for police to create alliances with families with psychiatric histories.

Video Showing...

SASKATOON CITY COUNCILLOR CHARLIE CLARK: Laura has reminded us what situations the officers are dealing with regarding people with mental health disorders. What struck you about what happened there?

SHARED CONTRIBUTOR: One of the things that struck me was how calm everything was. It speaks to how Andrea was able to calm her. She was masterful. Also, do worry about what happens when you aren't able to find any place. What then, when you can't find a place?

Throughout this whole incident, there was no negative and only positive. If they had put one negative thought in her mind it would have created a negative situation. The police made a connection with the individual and then got them the professional help they needed. They didn't try to be the counselor and be someone they weren't.

Andrea in that situation is also the coach officer who highlighted contradictions in that "we have the authority to take her liberty away, but not the authority to do an assessment".

LAURA SKY: You know PTSD is out there. You represent the servers in your community who care about policing. If you are in a small community and only have 10 officers, and 2 are traumatized, this puts you in a very difficult position. However, the worst thing we can do is put an injured officer on the streets.

I am working with a project called Speaking Through Silence, working with the children of the families of military personnel who have PTSD. It is mental health issues that the entire neighborhood shares. The children don't want to speak of it because they don't want their peers or teachers to think that their parent is bad. We aren't just talking

about a police officer. We are talking about everyone that loves him. People usually think one traumatic event causes trauma but it can also be accumulative events that take place over time. There's another form of PTSD, which is the terrible feeling of seeing some very bad things and being helpless. Seeing terrible things you cannot fix and get worse is traumatizing.

Sharing of a story where a 60 year-old woman who was pepper sprayed because she was falsely believed to have a knife. This was traumatizing for me and felt ethically compromised.

Collective Trauma: In Toronto, around the shooting of Chen, the whole community was traumatized. There are many angry people, as well as people feeling very afraid. In this era of cameras and phones, we end up seeing it. As a result, we are all hurting when we see someone get shot. We know that the symptoms of PTSD include numbing, hyper vigilance and terrible volatility with no judgment. Do we want police officers with this happening to them? Do we want them coming home when this is happening to them?

We have come to see that trauma can become a cause of crisis, not just a consequence of crisis. There is a dark side of criminalizing people with criminal health injuries. When we apprehend people, and they are in jail waiting for their time before the judge, what happens to them when they are in jail? Most are disenfranchised; most are living in poverty because of their disability. It is the consequence when we move from healthcare policies to policing policies. We see police officers give 'Tim Horton's' therapy or 'Grey Hound' therapy, where the police calm them down and we put a mentally unhealthy person in a Tim Horton's or on Grey Hound to the next city.

There is a prison population of 25% to 35% suffering from mental illness and jail is the only place open 24/7.

Video Showing....

SHARED CONTRIBUTOR: We are not really addressing the issue. We are just giving them drugs so the mentally unhealthy go away or are put in jail so we don't have to face them. It is amazing how the police officer was asking 'why is this social condition existing', rather than 'what do we do with this problematic person'.

What can we as board and commission members do about it? We have talked a fair bit about the hub, but what do we do? We need to include the judges, the community centers, and we take up these larger issues of homelessness and lack of institutional care in the broader community.

We are the bodies responsible for public safety in our communities. We know this. How do we move forward? What training is required of the police community to provide that bridge piece of work? We know there are specially trained people, but I don't think there is any specialized training for the police who have to be trained.

SPEAKER: The reality is that we cannot train police officers as mental health workers. Our greatest growth and development would be to change the police officers' perceptions so they view with empathy and understanding of the broader social conditions.

SHARED CONTRIBUTOR: I believe our officers do recognize this, but at the same time officers are getting worn out. I believe our police officers are much more sophisticated and much more aware than they were a generation ago.

SHARED CONTRIBUTOR: A number of years ago, we made a policy to be kinder, and softer and we de-institutionalized these people. Where are they now? They're back in the wrong community.

SPEAKER: There are tremendous resources within the survivor community. People who have been in the psychiatric community have been trained as peer support workers are great resources to you but are often discounted. In one community, they have trained the hospital to call them. We need to build unlikely allies which would be a very well organized network of survivor organizations.

Video Showing....

SPEAKER: What is it going to take? We need leadership on this issue. Front-line officers are going to take their lead from you. I am suggesting leadership with allies; other people in the community who want to join you in that process.

You have great accountability but we also have to look at peer accountability. There needs to be a fertile, safe ground for the officer who wants to make a positive difference. This is where the leadership comes in.

For every bad apple, there's a tree. For every tree, there's an orchard. Bad apple stuff doesn't work as an answer. What systematically is what happened for that mistake to occur? What are all of the systemic things that happened to keep the officers quiet and still traumatized?



DAY 3 – WORKSHOP 5: GRAFFITI REDUCTION

SPEAKER SGT. LEE JONES, with 12 years experience conducting and assisting with graffiti criminal investigations nationally and internationally developed the course content for Graffiti Investigation and the course is now part of the training offered by the Canadian Police Knowledge Network.

Sgt. Jones was involved in the first Golf War in 1991 and has gone to Bosnia with the military providing him with the opportunity to deal with different cultures. Jones then joined Warwickshire Police and lived, worked and visited in 40 countries, he then joined the Saskatoon Police Service and got into graffiti policing because he wanted to help the community.

The anger of graffiti crime was apparent and there was a feeling that police were not doing anything about it and was not being seen as a real crime. Jones was able to go to different agencies to work with different vandal squads across North America and by networking the wheel was reinvented and as a result a database was created. Search warrants for used for graffiti crimes and was extremely successful as it was not hidden.

In Saskatoon, they created a database, which photographed the material, and later turned it into full digital. In 2006, the anti-graffiti unit was the 2nd made in Canada and since then graffiti crime investigation has changed greatly.

Why deal with it? Because it is damage that it's illegal. The amount of graffiti in the area is correlated with decreasing property values and turns into "the broken windows theory" which is an area that looks like nobody cares about it.

People almost always categorize the graffiti as being gang graffiti, the reality however is that gang graffiti is only 4-10%. Furthermore, the variety of the crime is not done by gang members. Another misconception is that graffiti when cleaned up well will promote more graffiti to replace it

Higher usage of graffiti users correlates with higher rate of alcohol and drugs and theft. Most graffiti taggers are middle and upper class kids that are very smart. Graffiti crime is a gateway crime.

Just cleaning up graffiti, arresting people, just having art programming won't work on its own. The first step is clean up and the best thing that can be done is to remove the graffiti within 24 hours. If graffiti is left up for a long time it becomes a motivator to have the next 365-day canvas. We now have free clean up kits and commercial sponsors that offer discount paint to those who need to remove the graffiti.

There is an organization called Youth Works that will come and clean up the graffiti for free. John Howard was using young offenders to go out and clean up graffiti in the business areas and on city property, painting out 84,000 square feet per year after their prosecution, it got into the 20,000 square foot mark. Now, the Jon Howard society has stopped that program as it was no longer as needed.

Creating a database is effective. Take photographs and logging locations when it's removed, and how much it cost. If you can't identify the graffiti tag, and track it, how do you lay charges? When the database is created, people are needed to report on it so that it can be cataloged.

Through investigating graffiti one can start to see the characteristics such as whether the left/right hand was used, what type of paint was used, height of the person, their style, etc.

After 12 years of doing this 1,100 charges have been made. However, there has never been trial nor gone into court on a charge as they all plead out.

Other investigators conduct peer-reviewed work on how investigations take place. Having a database is essential to track what is going on. Catching the perpetrators in the act is rare but when they are caught you want to maximize charges. Finally, more enforcement is needed, in looking at the scope of the issue the combination of having a dedicated officer, or assigning it as a secondary task, or having a unit is crucial.

In developing a search warrant, originally used material from the States, with assistance of the Crown, however now it is developed as lock-proofed. Now, search warrants are not taken to Justice of the Peace, but rather, to judges. Every good judge that signs the search warrant gives strong sentencing. At least 60% of charges related to post-charge diversion. It was about stopping them, redirecting them, and rehabilitating. Only 20% of those dealt with continue in criminal activities.

9 out of 10 times when someone sees a car or house spray painted, the individual thinks it is gang related but the reality is that it is not gang related. Hip-hop tagging and grafting is the vast bulk of graffiti. An individual picks a tag name, they like the sound or the construction of the letters they will then pick a certain way of doing it and every time they walk around they will have a sharpie and will tag anywhere and everywhere they go. Now, we are starting to look at geographical profiling.

Graffiti writers will now post how to get away without getting caught, how to evade police, how to evade police dogs, etc. In Medicine Hat in 2005 there were 6 graffiti writers making a quarter of a million dollars of damage, the service was able to stop them by utilizing bicycle police.

Typically gang graffiti is in generic space and universal, however, in 2006, we started seeing gangs putting down their gang name and number with the sign. This shows the ego at play. By accessing a graffiti offender from a gang, it allowed much information on organized crime through information received.

Video Showing....

Arrogance and attitude is huge among those who vandalize and view themselves as artists. The graffiti community is trying to employ lawyers to argue copyright, stating that others have to pay a fee to have the graffiti taken away and the issue surrounding this is whether or not the work is somebody else's property.

The graffiti taggers are 1 to 3 students per classroom, on average. They will have a binder book and lots of tags on it who are generally male and smart but don't seem to do good at academics or sports, they are not team players, and they are fringe kids. Almost all of the middle upper class kids had both parents working and not getting a lot of parental support.

In 2003, Professor Graham Martin of the U of Queensland, Australia study:

- Graffiti & no Anti Social Behavior; 2 males, 4 females
- Graffiti & low Anti Social Behavior; 45 males, 74 females
- Graffiti & serious Anti Social Behavior; 49 males, 30 females
- Graffiti & extreme Anti Social Behavior: 75 males, 17 females

Those in the graffiti subculture are more likely to report drug use, academic failure, sexual abuse, suicidal thoughts, depression, hopelessness, anxiety, depression, external locus of control, and lower parental control and self-esteem. Parents are often in complete denial

of the issues going on with their children, and these children are at high-risk of many issues including a rate of 90% who will consume drugs and alcohol.

Tools to use:

- Try to reach the younger kids; elementary age.
- Book: "Painted Problems" by Ann Cooney (Calgary-based).
- Get empathy to occur by having kids share how they felt about graffiti happening.
- The importance here is to help kids think about consequences and striving to do better things.
- A \$50, 3 hour course at Canadian Police Knowledge Network that gives information on graffiti. The Canada Graffiti Intelligence Network (CGIN) connects law enforcement across Canada.
- Val & Elizabeth Miller, Vancouver. An idea is to get artistic programs to redirect the graffiti crowd into doing murals.
- Saskatoon Community Youth Arts Programing (SCYAP): involved in artistic programs around Saskatoon and teaches youth how to be artists (not vandals).
- The Anti Graffiti Symposium (TAGS): if you have someone in your field doing graffiti investigations, this serves as a great wealth of information.

You're not going to stop all graffiti. Like all law enforcement, we are trying to minimize how often the graffiti happens but we do have to take action and do something about crime and graffiti, hardcore writers are involved in a variety of illegal crime.



Questions & Answers

SHARED CONTRIBUTOR: How do you deal with kids wearing backpacks? Can you search a kid's backpack?

SPEAKER: We are currently arguing that this is parallel to searching for breaking tools. Many of these kids have compulsion issues and some kids will not be able to stop themselves from tagging. A major help in modifying their behavior was taking away writing and tagging tools; therefore, their condition of release would be that they couldn't carry tools for graffiti and submit to a search at any time.

We need partnership regarding tagging on rail cars and boxcars. We need to be able to be in touch with railway workers and taggers need to be reported upon trespassing on railroad property.

Rail cars cost about \$13,000 to repaint, the other difficulty is that the car to be repainted means it will not be in use for at least one day.

Most of the parents are ill informed resulting in their reactions of anger feeling their child is being censored.

There needs to be a way to make it real and involve the young offender in going out to clean tags. Providing a 'free wall' is not working. They are buying from sites like WWW.BOMBINGSCIENCE.COM which has paint designed to stay on walls and be harder to scrape off/erase. There are some times in laying charges for graffiti, where it can be called a racist/hate crime examples of such being the spraying of K.K.K. or white-power.

24th Annual CAPB Conference

DAY 3 – WORKSHOP 6: POLICE & CRISIS TEAM

SPEAKERS: **CST. JEFF NACHTEGAELE** from the Saskatoon Police Force and Coordinator, Crisis Management Services, and Assistant Director from Saskatoon Crisis Intervention Service **CLEEVE BRIERE**.

The theme for this conference, "bridging the gap", and is important to us because we are trying to deal with mental health issues with this new program.

Other cities already have programs that have been operating for several years. We are in the initial phase here. There is no crisis team anywhere in the province, so we are in the learning zone. We're not a highly populated province so our actions will have to reflect our resources, both human and financial.

In 2006, the CAPB had made a resolution for more crossovers between police and mental health services. Our program is attempting to bridge the gap. We have provided orientation to about 250 people with the Saskatoon Police Service and how they might use our program and help them understand what we do. We have already made a positive impact with the pilot program, police have more information on what services are available in the city.

There is no current PACT team operating in Saskatchewan yet, the idea has been accepted by everyone and the only discussion is how it will be funded.

Background

We talked about a lot of things getting the Saskatoon Pilot off the ground. There were exploratory discussions between the Saskatoon Police Services, Mental Health And Addictions Services and Crisis Intervention Services. By the end of it we decided to partner with Crisis Intervention. They already have long-standing experience with the "hard to serve and difficult to engage" population of severely mentally ill in Saskatoon and are privately funded and accountable to themselves. It seemed the most flexible option and the best-fit thus far.

We reached a collaborative decision to have a one-month trial, PACT Project, consisting of one police officer and one crisis worker co-responding to mental health related calls and crisis on scene. Mental health crisis could involve an individual with a brain injury, FASD, mental challenges, under the influence of a substance or being in any kind of mental distress.

Cst Nachtegaele was to be in uniform and the team was to be in a marked patrol car. Our shift was noon to midnight, which gave us a lot of access to agencies. We covered 28% of the hours in the month.

The trial was conducted from September 14 to October 14, 2012. It happened to be a good time as it was not "peak" season for calls, so there were no big spikes. Our statistics were even across that time.

Saskatoon Police Service - PACT Team Duties

- Dealing with mental health apprehensions (warrants to apprehend for involuntary mental health assessments or other non-compliance issues);
- Dealing with situations with suspected or overt suicidal intentions;
- Dealing with persons with suspected or identified mental health

issues;

- Assisting patrol when needed on any type of call; and
- Establish contact with and cross-communicate with community partners whenever possible.
- Saskatoon Crisis Intervention Duties:
- Observing, Surveying and responding to mental health presentations encountered by police;
- Provided preliminary analysis of project; and
- Reporting to collaborators regarding success, desirability, and feasibility of project.
- Saskatoon Health Region Duties:
- Reducing pressure on mental health acute care admissions;
- Reducing pressure on ER wait times (can be up to 7 or 8 hours, which is a long time for someone in a mental health crisis); and
- Diverting patients safely to other locations.
- Practical Examples:
- Dilemma for officers: What to do with someone who is not a "criminal", not breaking any laws, not intoxicated and an adult, but seems to be in some sort of mental health distress?

Example One

We were called to bus depot to assist patrol with a 6'4" 20 year old white male wearing a ball cap exhibiting mental health problems and missed his bus connection. It was October, but he was wearing shorts and muddy runners.

He had been on vacation in Edmonton, and supposed to go back to Regina, but missed his connection. The officer was stumped about how to deal with him. After a few questions, the officer discovered that the young man was on medication and hadn't taken them for 3 weeks, the whole time he had been on vacation and was very confused.



In his confusion, he had been trying to get back to the bus station using a GPS. He had to cross the river but didn't feel safe using a bridge so he had tried to cross the river by foot which was why his shoes were muddy. He didn't know where he was and was knocking on doors trying to get help. Police came to a report of a suspicious person.

Because of Cleeve's mental health connections, we were able to make use of his database, making some calls and connect with Rancho in Regina. It turns out this young man had autistic spectrum disorder and fetal alcohol syndrome. We were able to get him an emergency bed at the Salvation Army. The next day, a crisis worker was able to pick him up and get him on his connection to Regina.

Having a mental health professional in the car, with access to this information, enabled us to keep this from blowing out of proportion. Without the mental health connection, police might have been forced to charge him with mischief for knocking on doors, just so that they could put him in detention, which would result in him having a criminal record on top of everything else. That would impact his future ability to get jobs and a lot of other things.

Example Two

We went into a wealthy neighborhood because a woman called in when her husband went off his meds and was out of control. We arrived and saw a BMW racing down the street. Due to knowing his background and that he was after a chase we did not pursue. Once he calmed down, he returned home on his own. We were able to help get him back on track.

Police Orientation: communicating the following information to front-line police was part of our mandate.

What is PACT?

A team made up of a police officer and a mental health professional who respond on scene to a person in mental health crisis.

Remember that police are often dealing with stressful situations and all situations fall on a continuum. Mental health is an umbrella tag, but on the street we are dealing with all kinds of behaviors such as fetal alcohol, autism, brain injury, substance abuse, chemical abuse and/or age related disorders like dementia. It is hard to determine exactly what we are dealing with, even at the hospital if particular tests aren't ordered we may not know what we are dealing with a chemical addiction.

What are PACT functions?

Mental illness is not an excuse to break the law, but it is not against the law to be mentally ill. We need to find the most effective and least intrusive solution to situations.

Having a mental health professional and a police officer directly on scene means that public safety and criminal code infractions and mental health assessments are on the scene at the same time.

Other agencies, including hospitals when necessary, can be contacted directly. The most appropriate resources can be called in. Reconnection can be made if services are already in place for that individual.

If there is no services in place short term planning and follow up can be initiated.



We still need to iron out the details of who does what kind of follow-ups and arrangements. We need to develop a PACT unit that fits best for Saskatchewan. Services are similar to what patrol already does, but the focus is on the mental health rather than on criminal behavior. We want to divert from the criminal justice system as much as we can where possible.

We can then assist in developing plans for mental health repeaters who often find themselves going through the system.

How can you use PACT?

Officers can call us when they find themselves dealing with mental health or addictions, when an individual doesn't seem to fall into any criminal category and officers are unsure of what to do or times when behavior seems puzzling.

Dealing with a mental health call often takes a long time. We can free officers up to deal with other calls. As officers get involved, they can also update us on client information.

Why does PACT work?

PACT works because police and crisis workers combine the use of skills and knowledge in order to escalate safety and de-escalate hazards. We get the right service to the right person at the right time. We can share our separate databases to do better triage of situations. Access to our joint systems is what makes this work. This is a first responder situation, not a long-term solution. We get the individual safely where he needs to be, keep him alive and then let others take over.

We free up the police to deal with criminal activity. We free up the hospitals to deal with medical emergencies. We help get resources to people who don't have them yet. We reconnect people to resources when they can't seem to do it for themselves. We find a safe place for someone to recuperate and regain composure and start again. We want to help people back to their normal functioning level and environment. It is a team assessment and intervention process/system.

We are on the scene to see what happens from beginning to end, talk to people directly, and pass accurate information along to psychiatrists. The full effectiveness of PACT depends on range of resources available in a community, and our ability to utilize them. For example, at the time of our pilot project, there were only two beds available in Saskatoon outside of a hospital for mental health crisis, one for men at the Salvation Army and one for women at the YWCA. Extra beds have been allocated by mental health and addictions services since the time of our report but more are still needed.

Benefits of Teamwork

Police and crisis workers bring different cultures, language, strengths, goals and expectations to the team. The police are more concerned with assessing physical risk and securing the scene. They know the criminal code, and have access to past history and they bring the authority of a badge and have the power to arrest and detain.

Crisis workers are mostly concerned with mental health status and stability of the client, and the risk they pose to self and others. They have access to mental health services and can make referrals. They are in civilian clothes and have training in dealing directly with someone in a mental health crisis.



This is a very volatile population and police presence can help keep the crisis worker safe while they do their assessment. The crisis worker's presence can calm an individual who is alarmed by the police. Working together builds trust and understanding of each other's work environment, language, culture and goals.

Looking at the Numbers: Realistically, we can estimate that about 6% of Saskatoon's population has mental health issues.

Observations

While mental health was our primary focus, substance abuse was frequently a secondary issue. Suicides were our most common calls. 10-13% of the individuals we saw were already on the crisis intervention client list, so we could refer them to plans already in place. We saw 53 clients with multiple visits to some of those.

Referrals:

- Mobile crisis: 5
- Family Doctor: 2
- Counseling Services: 2
- Social Services: 1
- Salvation Army: 1
- Hospital: 12 (10 of these were mental health warrants so no other option was available for them)

Availability of resources had a big impact on our success rate. If PACT were available on a full-time, on-going basis, this could possibly overtax our resources.

Costs continuum:

- Hospital: \$1000 per day
- Approved mental health home: \$85 per day

Keeping in mind that the number of community spots must be "reasonable", there is a huge gap in capacity for diversion from acute care.

Police and crisis workers share many clients in common already, front-line partnership leads to improved assessment of needs, the ability to share information is critical and health and criminal justice costs CAN be reduced.

The Future for PACT in Saskatoon

We are hoping to set up two teams that would be available 12 hours a day, 365 days a year. To do so, we will need to have on-going evaluation to make sure that we are providing effective client services and meeting the goals of the community and stakeholders.

BEAT cops are already dealing with many of the same people, such as the homeless who have a high % of mental health and addictions problems. Sometimes PACT needs to talk to the BEAT cops for information too.

Police are already willing to set aside funding since they are already dealing with this populations, however, other funding needs to come from other stakeholders.

Recommendations For Future Services: Make sure that funding has money included for an on-going evaluation. Need to know the financial impact but also the impact on the client population, their families and the community at large.

DAY 3 – WORKSHOP 7: INTERNET CHILD EXPLOITATION

(Confidential and sensitive content)

DAY 3 - WORKSHOP 8: POLICE SHOOTINGS

(Confidential and sensitive content)



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