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25th ANNUAL CAPG CONFERENCE

2014 CONFERENCE REPORT

HALIFAX



Mental Health
Commission
of Canada

Commission de
la santé mentale
du Canada



Public Safety
Canada

Sécurité publique
Canada



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BOARD OF DIRECTORS OF CAPG FOR 2014 – 2015

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CAPG RESOLUTIONS 2014

RESOLUTION 2014-01

Submitted by CAPG BOARD OF DIRECTORS

MANDATORY DE-ESCALATION TRAINING

WHEREAS police officers are frequently the front-line responders in situations involving persons experiencing mental health crisis.

WHEREAS several of these situations in different parts of the country have involved weapons and ended tragically with the death of such persons at the hands of the police due to concerns about public or personal safety.

WHEREAS the goal of police response to persons experiencing mental health crisis should be to save lives to the maximum extent possible and use of de-escalation techniques by first responders is widely considered to be a key requirement for achieving this goal.

AND WHEREAS there is currently no obligation or common practice in place for police agencies to train front-line police officers in the use of de-escalation techniques, or on police governance boards to ensure that proper de-escalation training is in place.

THEREFORE be it resolved that the Canadian Association of Police Governance (CAPG) urge the federal and provincial governments of Canada

- to take immediate action to ensure common standards across the country related to the use of de-escalation techniques in police response to persons experiencing mental health crisis,
- to require that all Canadian police agencies provide mandatory de-escalation training to their members,
- to ensure that police agencies place maximum emphasis on effective verbal de-escalation techniques in all aspects of police training and
- to develop a common practice of reporting to the governing body of the police agency use-of-force incidents resulting in bodily harm to persons experiencing mental health crisis.

RESOLUTION 2014-02

Submitted by DURHAM REGIONAL POLICE SERVICES BOARD

Medical Marihuana Licensing – Police Consultation and Notification

WHEREAS the federal Government introduced the Marihuana for Medical Purposes Regulations to establish a system whereby individuals would access marihuana for medical purposes from licensed producers; and

WHEREAS the Regulations require a prospective marihuana producer to notify the local police authority of its application to Health Canada to produce marihuana but do not require Health Canada to seek or receive input from local police authorities regarding the viability of the application; and

WHEREAS there is no requirement in the Regulations for Health Canada to advise local police authorities that a license to produce marihuana has been issued for a facility within its jurisdiction; and

WHEREAS the presence of a marihuana production facility in a local community raises community safety concerns and the views of local police should be a factor in considering whether a licence should be granted or extended;

THEREFORE be it resolved that the Canadian Association of Police Governance (CAPG) request that the Minister of Health Canada implement a formal process to consult with local police authorities prior to granting or extending a licence to produce marihuana and to advise police authorities that a licence has been issued in its jurisdiction.

RESOLUTION 2014-03

Submitted by CALGARY POLICE COMMISSION

ROADSIDE DRUG SCREENING TOOL

WHEREAS drivers under the influence of drugs pose a danger to themselves and other users of the highway, and

WHEREAS section 253 of the Criminal Code makes it an offense to operate a vehicle while impaired by a drug, and

WHEREAS Canada does not currently have a roadside drug screening tool to detect drugs in impaired drivers, although roadside screening tools have been used effectively in other countries, including Australia, and

WHEREAS without a roadside drug screening tool, police officers will have a more difficult time detecting drug impaired driving, and crown prosecutors will have more difficulty time prosecuting drug impaired drivers;

THEREFORE be it resolved that the Canadian Association of Police Governance (CAPG) urge the Government of Canada to improve the safety of Canada's roadways by approving a drug screening tool to enhance investigation and prosecution of drug impaired driving.

RESOLUTION 2014-04 (EMERGENCY RESOLUTION)

Submitted by TORONTO POLICE SERVICES BOARD

SHARING OF MENTAL HEALTH INFORMATION ON CPIC AND USE MADE OF SUCH INFORMATION BY U.S BORDER OFFICIALS

WHEREAS the issue of the inappropriate use of mental health information on CPIC by U.S. border officials has generated considerable public concern; and

WHEREAS the sharing of information regarding legitimate suicide attempts can serve a valid public safety purpose when used appropriately; and

WHEREAS it is recognized that the issue to address is not the recording and sharing of such information for legitimate public safety purposes by Canadian police authorities but the possibility of limiting the access to and use of such information by U.S. border officials; and

WHEREAS such advocacy should take place at the national level;

THEREFORE be it resolved that the Canadian Association of Police Governance (CAPG) urge the Minister of Public Safety and Emergency Preparedness to review the issue of the sharing of mental health information placed on the Canadian Police Information Centre (CPIC) by Canadian policing authorities and the use being made of such information by U.S. border officials, to ensure such information is not being used for an improper purpose.

OPENING CEREMONIES

The Colour Guard and local dignitaries were piped into the Conference, followed by the singing of Oh Canada. Cathryn Palmer, CAPG President, Edmonton Police Commission introduced Mike Morash, Chair of Halifax Board of Police Commissioners, Superintendent Don Maclean, Halifax Regional Police, and Chief Superintendent Roland Wells, Halifax RCMP. She then gave information about the upcoming program of sessions and social events. A moment of silence was held in memory of the three police officers slain earlier this year in New Brunswick, following which the Colour Guard retired.

OPENING PLENARY: COMMUNITY SAFETY, POLICE AND POLICE GOVERNANCE

Dr. Linda Duxbury, Professor, Sprott School of Business, Carleton University

Chief Jennifer Evans, Peel Regional Police

Karyn McCluskey, Co-Director, Scottish Violence Reduction Unit

Moderator: Micki Ruth

As the CAPG celebrates its 25th Anniversary, it is timely to consider what the future holds for community safety and the role of police services and boards in ensuring communities stay safe for residents, visitors and businesses.

Dr. Linda Duxbury

Dr. Duxbury discussed sustainability in policing from an academic perspective and the implications in respect to management of change in this sector.

Police departments are a business and have to start looking at things differently. They also need to think about changes in policing to enable their services to become more sustainable. One problem is that people don't like change and organizations are not good at change. Also, the emphasis should not be all about costs as people will resist this. The police are better at doing things internally and it is much harder to change when external pressures dictate this. From a business perspective, it is hard to change if you don't agree on the starting line and where you need to be heading towards. We are working in cooperation with six police agencies: Toronto, Peel, Ottawa, Port Moody, Saint John, and Calgary. I am going to present several interviews that we carried out with various ranks in the police departments, and also members of the community, around mental health and other issues.

When we carried out these interviews there was no real agreement on where we should go with this as different groups had various perspectives on what direction we should go in and what we should try and sustain.

Modern-day policing is extremely expensive and so this makes it quite difficult to determine what direction we should go in. Force Field Analysis shows that a situation remains stable until forces pushing for change overcome the forces resisting change. So we need to increase forces for change or reduce the barriers against change. The best way is to reduce barriers as if you increase the forces for change, this tends to increase resistance in people and of course costs are one of the major drivers for change.

It is proven that external drivers for change are eight times stronger than internal drivers and that there are more internal barriers than external ones. And funding limitations are the strongest barriers against change. We can't change the fact that most police services are spending an inordinate amount of time on mental health issues. Money is overwhelming as a driver and changing demands and expectations of the community, both positive and negative, can drive change. Cross-border, cyber-crimes are a growing problem as criminals are becoming smarter in the ways they commit offences and cyber-crimes are often across countries and continents. Every mistake made in legislation is costing the police time and money. Every change made there drives changes in the way the police have to deal with problems. Some of the problems police forces face are due to local government decisions made by mayors and councillors. Their decisions are based on cost concerns, and also political agendas. Media and social media also play a part where stories about the police, which are often negative, are immediately reported in the media for everyone to

see. In some cases officers are not stopping people and dealing with issues as they are aware that their actions could be caught on camera. They feel it is just too much of a risk. These are the consequences of looking at change in an incomplete way.

Technologies give you opportunities to increase efficiency but also present other obstacles. Young officers don't want to work 24/7 and want to have a 'life' these days. Higher emphasis is placed on change. We would like leadership to play a bigger role. There are few barriers to implementing change and the ones that do exist are all pretty weak. The biggest one is the lack of political will to advance the public agenda and so there is no continuous agenda within this country. A lot of energy is expended keeping various special interest groups contented. Also, the Police Services Act in Ontario hasn't changed since 1990. People want budgetary control but they also want changes that come with a high implementation cost.

So the question is, what is driving change? Drivers include financial pressures of one sort or another and pressures for change from outside of the organization are eight times stronger than internal forces for change. The key question on the implications of change is will the reduction in the number of police reduce costs? This doesn't mean the need will go away; we will just have to pay another organization. Internal barriers to change include the knowledge that everything costs money and in particular any major change will cost money. Also, the organizational culture found within police organizations is a barrier to change - we know how to grow but we do not know how to do anything else. Police officers are resistant to change and hard to convince that someone could do it better. There is also a lack of leadership - the resistance to change comes from police leaders; there are staffing challenges and a disconnect between various stakeholders. There are too many players! The commonalities hindering change include political will, public scrutiny and public expectations and these can be found in all key stakeholder groups. Focus is all on cost and crime statistics instead of taking a holistic view of what is really happening.

We need to somehow make it possible for police forces to decrease costs not just talk about it. We need to change the internal culture as well as external culture and we need to say 'no' to special interest groups. We need to break down the barriers of the internal culture and to look at leadership at all levels. We need to start funding alternative mental health service providers. We need to focus on reducing the external barriers and increase awareness within the community of the need to change and what it is that police should be doing. We need to change the focus from dollars to value.

Chief Jennifer Evans

Chief Evans talked about the changes that police leaders are trying to make and the pressures that they face.

They have made great strides in Peel in recognizing the strengths in civilians and trying to recognize the value of using these strengths. There are increasing issues with police officers unable to do their jobs because of lack of time and resources and so we are using more civilians in various sectors. They received 612,000 calls in 2013, 20% were criminal and 80% non-criminal. Workload trends are showing that breach probations are up 20% - at one time the Court was holding felons after a breach but now they are released out into the community and therefore police have to make regular checks to see if they are complying with conditions. Most of the problems in the community are caused by those people who are being released on bail conditions. With mobile phone robberies, there is a problem with phone companies being resistant to shutting down phone numbers and this has resulted in an increase in violence.

There are fewer personal injury collisions, domestic assaults and sexual assaults, much of which is a result of education by officers in schools and other venues. Crime rates are down, but the work of the police department is very difficult due to the complexity of crimes and also the detail that has to be recorded about the crimes by officers. Some cases are not going to Court until three years after the crime and this makes it difficult to keep witnesses and for them to remember details, etc. We carry out a survey every 3 years to see how we can best increase policing in the community: be more visible; provide more information and advice; carry out more crime prevention work. We need to develop new strategies on how we can best change these roles. People still want more officers on the street. During the ice storms and floods, thousands of calls were received by police that were unrelated to crime; evacuations had to happen and so police had to provide added security to protect homes. Police need a Job Description to know what they should be focusing on. It is critical to approach the future of policing by first discussing the exact roles police will be expected to fulfill in their communities in modern times. Once agreement is reached on police roles, discussions should then focus on how they will accomplish their jobs and the infrastructure they will need to succeed.

More information about accident scenes and major crimes are being tweeted and this impacts on how the operations get to Court and the information that is provided. All of this results in increases on work demands. We need to



change and to find better ways to deal with community safety by working with people from various organizations and charities. We were originally getting resistance from the people working for these organizations although their executive was much more open about it. There are also major problems with kids not going to school, major crimes around the community, people taunting police and throwing things at them, people not wanting to answer the door to police, etc. The Youth and Mentors Program was developed with a goal of bringing at-risk youth together with mentors where they learned how to create short films, edit them, etc. and joined together in games and song.

In our Community Safety Model, the challenges were identified as: information and privacy, resistance to change, commitment and ownership. We are also looking at a 74% increase in non-criminal workload due to mental health occurrences between 2009 and 2013. A Mental Health and Policing Research Project is currently being carried out to assess and address the ongoing issue of officer wait times at hospitals following Mental Health Act apprehensions. We are not criminalizing them, but someone has to take charge of people who are violent etc. and they have to sit with them in hospital.

In summary, the challenges facing police leaders today include an aging population, globalization of crime and technology, road safety (distracted driving), weapons and violent crime, police accountability and transparency, identification of core versus non-core duties, risk management, management of police information and affordable and accountable deployment of resources.

Karyn McCluskey

A summary of recent changes in Scotland include recorded crime being at over a 37-year low with Injury Surveillance confirming a drop; school exclusions are down by over 90% in Glasgow and innovation and practice are increasing due to academia and delivery being more connected. However

violence is persistent in some areas that have been resistant to many interventions and the young remain most at risk. Violence against women remains toxic and perpetrator interventions are few. When you're thinking about change, you have to talk about community. You must think about the challenges you have to face as being huge opportunities. Suicide and unemployment increase as people feel more hopeless. Studies show that as many as two-thirds of youths in the juvenile justice system experience mental health disorders, often due to adverse childhood experiences such as maltreatment, household dysfunction, etc.. We need to train people for the new reality. Sir Peter Fahy of the Greater Manchester Police wanted database access to people's mental health records so that we could know and understand what their issues are. We need to have a conversation around a police job description – it should be written so that it meets the needs of the community.

President Obama said, "We can't do well serving communities ... if we believe that we, the givers, are the only ones that are half-full, and that everybody we're serving is half-empty ... there are assets and gifts out there in communities, and our job as good servants and good leaders ... (is) having the ability to recognize those gifts in others, and help them put those gifts into action."

A deficits approach focuses on problems, needs and deficiencies in a community such as deprivation, illness and health-damaging behaviours. It designs services to fill the gaps and fix the problems. As a result, communities can feel disempowered. People become passive recipients of services rather than active agents in their own lives. The functions of such a system are to allow a few people to control many and allow production of a great deal of the same thing. The needs are to create consumers or clients so it just grows and grows and grows without any thought. An asset is any factor or resource which enhances the ability of individuals, communities and populations to maintain their health and sustain wellbeing. The assets can operate as protective and promoting factors to buffer against life's stresses.

By 2000, the overall crime rate had dropped by 50%. Affordable central heating and external cladding had been installed in over 60% of the properties. Childhood asthma rates decreased by 40% and schooldays lost were reduced. Child Protection registrations had dropped by 42%; post-natal depression was down by 70% and breast feeding rates increased by 30%. The educational attainment of 10-11 year-old boys was up by 100%. In 2002 there were no unwanted teenage pregnancies and the unemployment rate fell by 71% amongst both males and females. Enhancing social connectedness is led by a community asset builder. That person is natural and easy-going, an excellent motivator, believes in building change from inside out. They are a critical thinker, not mindlessly positive but never stopping in seeking out assets in a community. They are focused self-starters, always holding themselves to account and accountable to the community. They are

powerful communicators who value listening and actively work to understand how dependence builds up. They care about results, but are not obsessive about targets and they are faithful to the principles of the community. True leadership is knowing what to do and when to do it and to listen and empower.

You as a group need to stand up and hold the police to account and it is also very important to recognize the skills and services of the police force. Information and education are vital in changing society's views and attitudes around policing services and to encourage understanding of constructive crime prevention alternatives. People want different things – you need to think about change, articulate and plan now what you want to see happen to policing in the future.

GETTING SMART ABOUT COMMUNITY SAFETY

Dale McFee, Deputy Minister, Saskatchewan Dept. Corrections & Policing

Cal Corley, Retired A/Commissioner RCMP

Moderator: Micki Ruth

Cal Corley

My message today is that we have to get smarter about community safety. We are all doing a great job, but all of us have to get smarter at doing it. We need to become more efficient about community safety and about getting a better balance between enforcement and service delivery. At the moment we are largely focused on enforcement, so what is holding us back? We have outstanding police officers and community people and we are overflowing with data, police boards, community and governance. Sometimes we are just falling short of what we need. Across the country we have many good programs running now on new ways of doing second-tier policing. One of the most successful changes in policing models across Canada is in Saskatchewan. This model has taken off across Canada but the most profound changes are in Saskatchewan. The economics of policing and public safety are also in play here and there are many conversations going on around these issues.

Dale McFee

This is about changing the political conversation, which needs to stop. One side is saying 'be hard on crime', the

other side is saying 'be soft on crime'. To be successful we have to do both, with the focus on community safety. A lot of this discussion is moving from ownership to leadership. There are a whole lot of people who are in jail who we need to look at more closely. Policing research is important and if it has a practical application and we get it out to the community, then we can make a difference. We then end up with desired outcomes – about restoring balance to community safety. Police data is about one fifth of the picture – social services data, health data, etc. also need to be a part of the research. We do not need to be the experts (mental health issues, etc.), but we do need to have the means to connect to the experts. We also have to look at investment versus expenditure and examine the whole picture together.

Evidence-based practice shows us what practices are in place and evidence-based systems identify what systems we can put in place to make the practices more cost-effective and successful. We need to look at what drives the system. We know that people with mental health issues and addictions are the most vulnerable to re-offend. They are most likely to go from non-criminal to criminal overnight, often through impaired driving. We can link through our systems to the Centre of Excellence to help these individuals and rehabilitate them.

HUB & COR Community Mobilization: The HUB is one of two key components within the Community Mobilization Model. It is the component that provides immediate,

coordinated and integrated responses through the mobilization of resources to address situations facing individuals and/or families with acutely elevated risk factors, as recognized across a range of service providers. The COR is the second of the two key components within the model and its function is quite different from that of the HUB. The COR's focus is on the broader notion of community safety and wellness with an eye towards longer-term community goals and initiatives, and possible systemic recommendations, formed through experience, research and analysis. It is made up of representatives from the participating ministries and the policing partners, the COR works to:

- Gather research, both from the HUB and from other primary and/or secondary resources
- Provide liaising support among agencies
- Provide incubation and mentorship of community and practitioner solutions and innovations
- Mobilize community amenity action solutions
- Provide reports regarding recurrent patterns and lessons learned as well as promising practices and possible system gaps
- Develop and maintain a social wellness and community safety research agenda
- Compile and create metrics to support a growing basket of measures, working in cooperation with the Province to ensure consistency in those metrics
- Provide ongoing economic analysis in terms of Business and Social return on investment (BROI, SROI)
- Be a central source for research data, information, referrals and consultation
- And more ...

Many communities who implement the HUB model may not ever require a COR and in fact one COR may serve many communities as its function is quite broad. 75% of calls received are of a non-criminal nature. If we separate out from policing services the calls regarding mental health issues, First Nations issues, etc., then the calls received will be drastically reduced. We need to create a structure for this that will work to gather information, share information and provide the care that is needed. We should look at what is in system now and consider how we can reconfigure what we have to deliver effective services to community.

Serious violent offender response is responsible for over 50% re-contact in the Justice system and the Department of Corrections are better equipped to deal with this sector

of the population. When we jam our jails full and close down space for education and other programs, it becomes ineffective and we continue in a downward spiral effect. The question is, how can we change the present system? We can start with providing jobs and building a literacy program. The jobs can be linked to the programs so that we can train people in areas of need in the society, e.g., carpentry, building, etc. Millions of dollars are funneled into priorities from various areas of governments, including parenting, mental health and addictions, domestic violence, keeping children in school, etc.

One question is how to address all the issues in relation to the various problem areas. For example, with impaired driving there are three factors: the person, alcohol or narcotics and the vehicle. We could try to educate the person but this often doesn't work; we have legislation against the use of alcohol or narcotics when driving, but that often doesn't work. But we could use an interlock device in each vehicle and this would reduce the issue drastically. With auto-theft, cars are getting more difficult to steal so we haven't had to do anything more in this area. We definitely need to make sure our communities and individuals are safe, but we also need to give them the tools to help themselves.

The Justice System and sentencing practices are also very problematic. Presently, 56% of our jail population serve 1 – 14 days and most get out. This costs millions of dollars - remand is clogging up our jails and not providing any programming so there is no value from the high cost expended. As police leaders we can bring the system into alignment through leadership. We need to put a business argument to this issue instead of just telling organizations. What is the relationship between the domestic economy and social issues? If one is growing and the other is spending more than the growth, then it won't work. The cost of paying for inmate board in jails is prohibitive. A formula needs to be worked out to show how much it costs for inmates to be trained in some skill and then to look at what are we doing to move that along. We need to look at that strategically.

In closing, we have talked a lot about re-balancing the system. It is about innovation in the policing sector. For instance, the key partners in the Community Safety Knowledge Alliance are two universities, the RCMP, Public Safety Canada and other organizations. The alignment between policing services and academia provides important multi-sector outcomes through research projects. Successful innovations tend to be perceived as outside of policing, but where they have been adopted has led to inspired and forward-thinking policing. In police



organizations innovations tend to be successful where they don't go too far 'out of the box'. The greater organizations are prepared through education, understanding where knowledge has been created and using that knowledge towards change for the better. We need to change the conversation that takes place between boards, police chiefs, police organizations, etc. We need to translate from

the meeting discussions to what it means when the ideas are put in place. Many of the issues are around privacy and so we need to rethink policies on privacy concerns. Alignment and balance are the operative words – we must be smarter about community safety and governance around these issues.

QUESTIONS AND ANSWERS

Dr. Linda Duxbury, Chief Jennifer Evans, Karyn McCluskey, Dale McFee, Cal Corley

Moderator: Micki Ruth

1. What are some of the effective ways to change or influence political will and to improve policing services?

- When you are trying to figure out what outcome you are trying to drive, bring in the key players (champions), then bring in all the other players. Make sure you have the networking and don't worry about stepping on anyone's toes.
- Have the sufficient body of knowledge in terms of foundations of policing, public safety, etc. The policing service in Canada lacks the body of knowledge to do these things. So how do you develop a research agenda to obtain as much or more knowledge to pass it on?
- Politicians have a goal of being re-elected, so we have to make the community tell them that if they don't

deal with policing differently then they won't be re-elected. This way you make the community demand the change.

This is where you absolutely have to include the economics because a lot of the decisions we are making are because we can't afford not to make them; the evolution of policing is tied directly into the financial markets.

2. What are the top priorities for mental health change legislatively?

- We need to create better mental health understanding in policing and in the community. We have to change the high cost of having police officers 'babysit' people with mental health issues in hospitals while they await treatment. We should not put police in a position which they are not trained for;
- Involve someone from the police service to be part of the conversation. It is as much about legislation and it's about balance. How does the community influence where the changes should take place.

VICTIMS' SERVICES AND THE ROLE OF POLICE GOVERNANCE

Sue O'Sullivan, Federal Ombudsman for Victims of Crime

Moderator: Councillor Nola Folker-Hill, CAPG Director, Nova Scotia

Our service involves all three levels of government and we need to respect all three levels. I take complaints from victims of crime across Canada. I make recommendations to all levels of government but am neutral. In other words, I speak for the victim. I also sensitize awareness of the principles of justice for the victims of crime. We will get people where they need to go – direct them to the appropriate community. Prevention is the first continuum – early prevention. We need to take into account the time of the crime, court system length, etc. and victims need to be informed about their rights and their role in the criminal justice system. They need to be protected and they need to be supported.

All participants in the crime cycle, including the offender, victim, etc., need to be looked after. Victims find it hard to understand why they don't get the information and support that the criminal gets and so we must shift the conversation and look to the needs and care of the victims, as well as the offenders. Victims want to be considered and to feel that they matter within the criminal justice system.



We have identified eight themes (victims' voices) about making positive changes in the future of how victims are treated and supported. About them being able to move on and be productive. On April 3 this year we passed the Canadian Victims Bill of Rights. One of these rights is that if there is a plea bargain between criminal and judge then the victim must be informed. 90% of crimes are plea bargained and the victim should have the opportunity to be heard before that is granted. In 1988 the Victims

Impact Statement became a Statutory right, but victims should have the right to be heard before a plea bargain is made. They have the right to legal representation at hearings (e.g. release of private information) and we need to make that a law! Victims should have the right to choices and options to help them travel through the justice system. For the first time we have victims' legislation,

but it needs to be strengthened around implementation and enforcement. Recommendations come directly from victims and victims' rights groups. Most of these groups are funded by victims themselves and not government funded. It is all about confidence in the criminal justice system and we need communities to trust and support their police services. All of the recommendations are important and around how victims should be treated within the criminal justice system. Police agencies do understand the importance of relations with individuals and their communities.

LUNCH SESSION – POLICE INTERACTIONS WITH PEOPLE WITH MENTAL ILLNESSES, EDUCATION AND MORE

Dr. Dorothy Cotton, Mental Health Commission of Canada

Police departments should not be spending so much money in this area, as has been reiterated today. If your police organisation is able to follow many or all of the recommendations, in the long run it will lead to a reduction in costs and use of people from the police

service. Police governance is looking at the policy end of things and developing component parts to guide you in your response. Following are the top tips to help police organizations to provide a comprehensive approach.

Education and Training – it is fundamental and essential to have good and thorough training for all police personnel,

dispatchers and civilian staff included. One of the fundamental aspects of training is addressing stigma and stereotypes. We need factual content and must include people with mental illnesses and professionals in the design of programs and responses. By looking at what the community is doing and through global communications, people are affected by their perceptions of procedural justice; they need to perceive that they were treated fairly. We must use techniques that we know are successful in training programs including a variety of learning media - adult learning designed for an adult audience and customised for dispatchers, constables, etc. Most of these training curriculums already exist across the country and so there is no need to reinvent the wheel.

The utility of TEMPO, which is used as a framework to design an integrated learning program, gives you a way of looking at what your organisation is doing and identifying what it is not doing and where the gaps are. It is also used as an audit tool to review existing programs etc. However, it is not all about education and training – police interactions with persons suffering from a mental illness require a systems approach. Contemporary Policing Guidelines for working with the mentally ill give you a reference point and a key. Find your champions. The single most significant common denominator shared among communities is the champion in the police force and champion in the community.

We need to address stigma at a small, micro level through individual actions and also at the police organizational level. The use of language in terms of referring to people with mental illnesses needs to be addressed, for example, what are police services saying about their own employees who go off on leave due to mental illness? Communication and trust are an essential component - have a sit down with agencies in your area to agree on an approach. Develop specific response Initiatives. There are many different ways that police and mental health agencies can work together to respond to people who are suffering from mental health issues. You have to establish models that you can work from. It is important to think about who you hire and whether these people have some experience of interacting with disadvantaged people and communities, and whether they have worked with at risk communities. You also need to re-think the use of force trainers. Finally, data is essential – if you aren't counting it, then it's not important! You need to establish linkages and associations with researchers.

How we treat people with mental illnesses within our organizations should be the same as the way we treat people with mental illnesses on the street. People with mental illnesses have to be an integral part of any program on the development and education of training advisory and response.

OPERATIONAL REVIEW: HIGHLIGHTS OF A SUCCESS STORY – VANCOUVER PD

Curt Griffiths, Professor, School of Criminology, Simon Fraser University

Adam Palmer, Deputy Chief Constable, Vancouver Police Department

Moderator: Jonathan Franklin, CAPG Vice President

In January 2006, the Vancouver Police Department and City of Vancouver staff initiated a Joint Operational Review of the VPD. This was an ambitious, long-term project, launched primarily to optimize the use of VPD resources, identify best law enforcement practices and industry standards and identify and quantify the resource requirements of the VPD. The Operational Review took over two years to complete and encompassed four major endeavours, a civilianization study, overtime review, patrol deployment study and an investigation and administrative deployment review.

An Operational Review can be carried out by outsiders

or by the police service itself and it involves taking a look at an organization's activities and whether or not it is as effective and efficient as it should be. It is particularly vital in the current climate of economic realities to identify gaps in the police service delivery as well as use it as a cost-cutting exercise. However, it is also important that you take a holistic view of the whole picture by looking at all police and all staffing personnel.

The purpose of an Operational Review is so that you can back up what you are saying your police service is doing with hard facts, and show how you are spending the resources that you have. It is important to talk about the strategic direction of the police department and current budget facts. The catalyst for our department was because we were a very reactive force instead of being proactive, which is a very poor way of doing business. In building the team, we would state how many people we needed and they would be assigned to us, but then questions started being asked about what these individuals would be doing

and evidence was requested of need before we were given more people and more money.

Police Department staff, Unions, city staff, an outside consultant (Criminology Professor-Curt Griffiths) were all involved in the review. We took a multi-method approach, looking at what other reviews had been carried out in Canada, the United States, and Australia. Questionnaires were distributed to various agencies across the country, and we researched best practice and other literature reviews. We also carried out data analysis. However, we did not have the broad data behind the scenes that we needed for the review, just the front-end data.

The main components of the study included a civilianization study, shared services review, overtime review, patrol deployment study, and study of investigative and administrative units. Some of the positions can logically be civilianised, for example the audit services. We also looked at shared services with the City of Vancouver, purchasing, IT, and tactical training.

An overtime review was carried out resulting in the development of a policy. The Patrol deployment study showed shifting in this area with a 60/40 split between the two-officer and one-officer units. Response times have increased over the past twenty years, with roving Metro teams; however we are still spending too much time being reactive which leaves little time for proactive work. Some of the calls received will always require a two-officer response, and there are certain calls that only require one officer – you need to look at the data to see what is happening in your own jurisdiction.

Non-criminal events include suspicious circumstances, suicides, missing children, car accidents, etc. and 21% of all calls in Vancouver are due to people suffering from some form of mental illness – not just about them causing problems but about them being victims as well. Proactive policing is important, having a police presence and visibility and to be able to deal with current incidents including street disorder issues, to carry out ongoing street checks, traffic enforcement, informant development, etc.

We looked at different agencies across the country and compared Vancouver's shifting model to others, (staffing compared to call load). By changing some staffing scenarios and moving things around we were able to improve our shifting statistics. Then we layered on different services and moved more shifts around, and were able to even things out even more. This shifting model has worked very well and our members like it.

Some of the organizational changes we made in our investigative and administrative units include extended coverage in some units, overtime reduction, and amalgamation of units and development of a community policing strategy. Examples of where we identified the need for additional staffing included dealing with



homicides and gangs, a legal authorities team, the high risk offender unit, technological crime unit and identity theft unit. Investigative units are one of the most used units in a police force and one of the most underfunded. These changes resulted in 16% more officers on patrol and response times being more than 25% faster than before. The total crime rate has gone down overall in Canada, but has

gone down significantly more in Vancouver than the rest of British Columbia or Canada. It has been a great success.

With regard to homicides in Vancouver we take a very aggressive approach to those people who we know are going to perpetrate the violence, for example gangs. We disrupt them and put up wire taps and surveillance. The longer-term impacts include building capacity and receptivity to best practices, data-driven research and analysis, enhancing relationships, and educating decision makers.

We are not just relying on gut-feeling or just data, but we make use of both. We have enhanced our relationships with academia, the universities and colleges and students often come in to help us and our officers participate in taking courses. We will also bring in an outside academic to act as a consultant when we are carrying out reviews on various aspects of policing. We are policing smarter through analytics. We carry out regular data analyses on all of the information that is automatically generated. We

can see how everyone is doing at any given moment and we also look at the patterns of patrol activity reports.

We are looking at how individual officers are doing and monitoring their wellbeing, including how many incidents they are involved with, how much time they have taken off, how many car accidents they have been involved in, etc. We also look at whether there are personal issues in their lives which could be impacting their professional work. This way an intervention can be instigated early enough to help someone. We also use people with lower-level training or skill sets to carry out things like taking calls on stolen property and tagging any property recovered. This takes away some of the simpler or more mundane duties so that the police can carry out the major ones. We have many students of criminology, for example, who put in time after school to help us in these areas.

We now have in place Assertive Community Treatment (ACT) teams helping people with mental health problems, that is the most severely mentally ill people. ACT coordinates the provision of housing, psychiatric support and police support and this all helps towards reducing healthcare costs and policing costs. We have developed an 'Early Warning System' in conjunction with healthcare professionals. We look at the histories of people with mental illnesses and if they have several of the indicators then officers assigned to an Assertive Outreach Team (AOT) will visit them and make sure that they are okay and will encourage them to continue with their prescribed treatments. If these people are not following protocols then they will receive another visit from the team.

The youth 'Top 20 Program' has been established to help the youth who are most at risk. They review backgrounds, carry out interviews, make follow-up visits, and there is a youth referral coordinator involved with this program. We intervene when we need to by reaching out to the youth and helping them before they possibly start turning to crime.

Officers nowadays often suffer from information overload. The younger generation like to do things electronically and so we have developed a system where an officer can type in any data they want and can see what's happening in different areas. We have also loaded in critical infrastructure data to the system including gang data, etc. Predictive policing is forward thinking crime prevention and predicted crime is displayed on mobile data terminals. We can also add traffic patterns, property values, graffiti rates, and other information to the system. Partnerships between police, academia and the private sector are all working towards the goal of preventing and reducing crime.

We have people coming in from all over to Vancouver, so at any given time we often have eight to nine hundred thousand people in the city at one time and so we factor that in. We also make sure that people are assigned in each district to plan around what is happening in that district at the time and also to plan how to address it, which they have to report to their Inspector. Finally, it is important to note that the data analyst is at the core of these teams, in other words, they are the 'brains' of the organization.

DELTA POLICE DEPARTMENT: STRATEGY FOR CREATING CHANGE AROUND CONCURRENT DISORDERS AND THE CRIMINAL JUSTICE SYSTEM

Melissa Lowe, Corporate Planning & Communications Manager, Delta Police Department, Vancouver, British Columbia

Moderator: Karla Rockwell, CAPG Director, British Columbia

The presence of adults with mental health and substance abuse disorders within the criminal justice system has become increasingly evident. Interventions and treatment services have been designed and research conducted in an effort to establish evidence-based practices that effectively address the complex needs of this population. However, adopting and implementing these interventions

and practices within the criminal justice environments is challenging.

Policing is overwhelmed by the mentally ill and addictive people needing our services. These are people in crisis and we need to look at what has happened to them in other parts of their lives. So all of the people and agencies that we work with, including Crown lawyers, judges, ER physicians, psychiatric doctors, ET nurses, politicians, social workers, corrections and probation staff and front-line community mental health workers, agree that our police response should be made in partnership with assertive community response teams, crisis intervention teams,

and specialized and mental health units, both formal and informal partnerships. Users of the system and their families find the present system to be very complex and three-dimensional. The criminal justice system as it is presently constituted fails to address the very serious issue of offenders with mental illnesses. Community courts should have access to all resources that might be needed by offenders, including mental health resources.

These are some comments from users of the present system:

A mother of a chronic offender, "Every time my son is released from prison he is more dangerous and I am more afraid of him. Meanwhile, the Court orders him to stay with me".

A father, "If my son spent as much time in the hospital as he does in prison, he would be home with us for Christmas dinner".

A doctor, "The biggest thing that stands in the way of society helping the addict is judgment. Only in the presence of compassion will people allow themselves to see the truth".

The true costs include police resources, Crown Counsel, Court time, Repeat ER visits, prison costs, health care costs, lost productivity, welfare dependency and the cost of the crime. Let's take a look at the case of Brian. In Grade 12 he had a great circle of friends and was a really good soccer player. As he got older, he started hearing voices chattering in his head and he then turned to Marijuana and started devolving. He spent more than half of his life in the criminal justice system and never gets to the other side of the cycle. He has very little insight into his illness at the moment as he is so sick. If we look at Brian's case from a different perspective we can see that it is very important for agencies to deal with each other in each instance to ensure that Brian can access the right agencies and right people for help.

Corrections versus prison: Joe had an addiction to drugs which led to crime which resulted in him spending most of his life in the criminal justice system. He got infected with Hepatitis C and spent most of life in prison, extremely sick and with a short life expectancy, and no way of eventually getting a job, etc. The system destroyed Joe and didn't help him escape the cycle. Are prisons behavioural quarantines or vectors for disease? Incarceration is a \$4.3

billion industry; 55% of sentences are less than one month and nearly 25% of inmates are diagnosed with concurrent disorders. Unfortunately, meaningful treatment is almost impossible with short sentences.

In Texas it was estimated that it would take \$28 billion to build enough prisons to meet the projected needs and deal with overcrowding. Instead, \$241 million was allocated towards providing residential treatment for non-violent offenders. Texas saved \$114 million by closing two youth detention facilities then invested \$45.7 million into juvenile probation. They also invested in improving social and family networks, which are often reasons why youth enter into criminal activities. Prevention can be strengthened by good maternal health care, early childhood intervention (violence, alcoholism, etc.) and child and youth mental health assessments and treatment.

Canada has the third highest youth suicide rate in the world with about two suicides a month for youth aged between 10 years and 18 years. There was a story about a girl who was in a lot of trouble and the Judge decided to have a case conference about her with all sorts of agencies. No facility will take her, so who will give her the care and guidance that she needs. Judges need the capacity to sentence youth in a way that best helps the young offender. They should be able to divert an individual into treatment, but unfortunately it's a resource issue.

Prison health is vital so that when offenders are released, they must come out of prison healthy and educated. They must have safe places to live and heal a roof over their head and food in the fridge. Some people need to be institutionalized and we need to stop looking at it as a dirty word. Instead of building more prisons, we should be building more hospitals and other places where people can heal and become more productive in the community. We need to implement system-wide problem solving and accountability and develop strategies to reduce dependence on CIS. We need to look at policy, as policy directs best practice and best practice equals policy development.

Quoting from, 'A Call to Action' by Margaret Mead: Never doubt that a small group of thoughtful, committed citizens can change the world; indeed it's the only thing that ever has.

Mental health is the biggest issue that affects policing and the number one issue in the community.

FISHBOWL: LABOUR RELATIONS

Mr. Glenn Christie, Partner with Hicks Morley, Toronto, Ontario

Mr. Tom Stamatakis, President, Canadian Police Association

Moderator: Fred Biro, Executive Director, Peel Police Services Board

No discussion on the economics of policing is complete without consideration of the role played by labour relations in establishing police salaries and benefits.

Tom Stamatakis - There are three kinds of lies – lies, damned lies and statistics! We see many newspaper headlines about issues of cost being an ineffective driver of change. This is an important issue and needs to be dealt with in any context deemed appropriate. Police growth is unsustainable. On the other side, consistently since 2002 the average hourly rate of a police officer's salary is 4th!

- Total expenditures vs per capita costs – paints different picture with inflation factored in.
- Percentage of city regional budget 2004-2014 graphs showing different depts.

Glenn Christie - I don't find the slides very interesting for various reasons as they don't tell us that we are obsessed with the cost of policing as if it is some alien specific measurement and we should ignore the cost of healthcare, education, systems etc. Yes, collective bargaining issues are interesting from a cost perspective. But many of the reasons that policing is so expensive are the same reasons that other public services are so expensive.

Tom Stamatakis – I would like to add that instead of focusing on labour relations or the arbitration system or collective bargaining, we need to look at what some of the other drivers have been and point to a couple of other events; for example the increase in costs relating to recruiting and training. What's happening in the public domain is the area of responsibility that is now undertaken by the police and there will be some unintended consequences or consequences that are not good which are due to high costs. Having police involved to the degree that they are just in the area of mental health has driven costs significantly on the operational side, but saved costs on the other end. We need to rethink how to deliver policing so that it is sustainable.

There are issues and problems with the arbitration system. Arbitration is provided to help parties come to an agreement on their own, but in our case, arguments made were inconsistent with legislation already in place in British Columbia. We held more than twenty meetings and came close to getting an agreement twice, so the arbitrator had to intervene, taking the local economic condition into account. It is hard to be kind in responding to remarks about the arbitration system because the system lags as it follows what people do in their own deals and also looks at all previously negotiated patterns out there. How can arbitration be blamed for driving up costs etc. as if it has already been done previously, then the same process should be followed? Three different systems have generated similar wage rates. So the question is, what are you going to pay workers if you get rid of arbitration – we need some form of third party arbitration to help solve problems that arise. You need to figure out if you are setting a price for your industry, and if you are you need to be more conservative about what you agree on. Boards are not keen to do this when there are no comparators.

Participant – We talked a lot about arbitration and 85% of most boards are negotiated and not arbitrated. The problem is that every time we go to arbitration, we come back empty handed. Why do we have to choose arbitration that has to be agreed between employer and union instead of having someone just make the decision. At the end of the day it comes down to how much the taxpayer is willing to pay. Boards tend to see bargaining as getting something done, getting it 'off the list'. The other side looks to see who needs to make a quick decision. A big piece has nothing to do with bargaining but is about policing and the work they do and what it is worth, so should we contract out certain pieces of work that could be done by other groups. Why would you expect an increase in services to be cheaper? Police officers today are doing more than they were thirty years ago. We have tried to keep things fair when everyone knows how other units are negotiating and what they achieve.

Tom Stamatakis - Police Associations have to look at the cost of policing and the taxpayer dollar so what would happen if we surveyed people to see what they feel about costs of policing and whether they feel they're getting gypped? We can't compare the jobs that police do against what fire officers and other emergency response staff do, although it would be helpful to look at various job descriptions. There is a lot of work that is being done and we need to be strategic and methodical and make sure that the job continues being done.



Participant – Police Associations now have to define themselves and the public is a little more skeptical about the rights they should have. The public sense of what is fair is a little more defined than it was several years ago and they are more immune to the scare tactics of having fewer numbers of police officers. The tension between coordinated bargaining and local bargaining is that you may be offered such a good deal that you are tempted to take it and this could include benefits for other organizations in the province. A four-year deal is no good. You as a Board have to decide what is good for you.

Tom Stamatakis – We are always dealing with costs and other funding challenges and there is always going to be tension around these issues, regardless of what model you use.

Participant – I think the system is broken. The question relates to focusing on value rather than just the money. There are a number of structural changes you can make to improve things. Reality is the ability to manage change and make innovations. One of our challenges is to focus on how to make this a more sustainable and

efficient police force. You need to engage your personnel right at the beginning and there needs to be compromises made on both sides. You can agree on the best path after reviewing qualitative and quantitative research outcomes. It has to be a collaborative process and you should not focus on costs, per se, and the arbitration system, otherwise what is the alternative if an agreement cannot be reached. Let's have a better, more informed discussion around what is needed and look at other options. Some of it will involve civilianization, different categories of training, partnership with community groups including volunteers and private industry where appropriate, and also partnering issues with other service providers.

Participant - Much of policing today done by the police is not actually in the collective bargaining agreement. We need to do a lot of research so that we know what we want and need and have the data to back it up.

Tom Stamatakis – You just need to be careful how you go about it and make sure you negotiate with your people before implementation.



THE HONOURABLE STEVEN BLANEY, MINISTER OF PUBLIC SAFETY AND EMERGENCY PREPAREDNESS, ADDRESSES CAPG CONFERENCE DELEGATES

The CAPG was delighted to have the Honourable Steven Blaney, Minister of Public Safety and Emergency Preparedness, address delegates on Thursday evening. The Minister also joined us for the maritime hospitality, lobster dinner and entertainment.

For the last two years, Public Safety Canada, along with provincial and territorial governments, municipal representatives, police services and policing associations, academics and other stakeholders have been hard at work on the Economics of Policing – a collaborative initiative to ensure the long-term sustainability of Canada’s high-quality policing services.

The national policing associations, including the CAPG, have been key partners in this initiative and in the development of the Shared Forward Agenda – a strategy for the future of policing in Canada, which was approved by Federal, Provincial and Territorial Ministers Responsible for Justice and Public Safety. This strategy, which was developed in consultation with numerous stakeholders and partners, is built around three pillars: efficiencies within police services, new models for community safety, and efficiencies within the justice system. It is about cooperating in those areas where it makes sense to do so, while respecting jurisdictional responsibilities.

Quotes

“Along with their dedication to ensuring the safety and security of Canadians, the collective experience and knowledge of the national policing associations, including the Canadian Association of Police Governance, continue to be valuable in shaping and implementing the Economics of Policing initiative.”

– The Honourable Steven Blaney, Minister of Public Safety and Emergency Preparedness

PANEL DISCUSSION – SOCIAL MEDIA AND THE POLICE

Theresa Rath, Public Relations Manager, Halifax Regional Police

Paula Sibley-Fox, Director, Strategic Communications Unit, Halifax RCMP

Blair Rhodes, Producer, CBC News Halifax

Natasha Crossman-Pace, Reporter with Global News Halifax

Moderator: David Walker, CAPG Secretary-Treasurer

Police Departments are increasingly embracing the idea of using social media sites for everything from soliciting crime tips to sharing safety-related information and improving community relations. Social media gives law enforcement an additional tool to disseminate information quickly and to interact with the public. It also presents opportunities and challenges to law enforcement as they build on the traditional concepts of community policing, bringing its theory and practice into the digital age. Through Facebook, for example, police can easily share crime-related pictures and videos and give the public a relatively simple way to provide feedback and tips. After the Boston Marathon bombings, the Boston Police Department utilized social media to keep the public informed about the investigation, to calm nerves, and to correct misinformation. This panel will look at the use of social media from both the police service perspective and the media using this tool.

Theresa Rath - We started this process by asking how many people were on Twitter, Facebook, Instagram, etc. I have a cousin who was a whiz kid in the community regarding social media. He came to us and pointed out that we were already on social media as we were being talked about by members of the public there. In 2009 we joined Facebook and Twitter and over the years we have gained popularity and now have 30,000 people following us on combined social media. We can now reach people directly who we couldn't reach before and we invite people to post on social media as well. We post photos and talk about what we do, even mistakes we have made. Of course, we don't tolerate people slamming us when they don't have all of the facts. For example, a picture was posted of person with a black eye and comments were posted that the police used brutality and tasers for no reason. So we then had to explain the situation that he

was highly combative and had to be subdued for his and our safety before being taken to hospital. So we must take the time to set the record straight if posted complaints are not legitimate.

Social media gives everyone a voice, but it depends on whether the voice is credible or not. For example, a man was seen carrying guns and wearing camouflage gear, so we used social media to inform the public and let them know what was happening. We have to be present and be factual. Not all interactions on social media are positive and you often can't win when public perceptions are set, even if there was a good reason for an action. We have to give the same response to someone who tweets as if they had phoned the number. People are expecting more and more from us on social media and want police to respond and report issues on there. 63% of people surveyed said that emergency responders should respond to postings on social media, but the police are not there yet. We don't monitor social media 24/7 and so it is hard to respond if there's an emergency when it isn't being monitored. We need to get there so we do meet the public demand and the more you engage on social media, the more you encourage that expectation. One of our officers is spending the whole day responding to social media; it's about being relatable, being community-minded because we need to be liaising with our community on social media. I encourage all of you to follow your agencies and to follow policing discussions and actions. There is no better way to do this today than by social media.

Paula Sibley-Fox – We hired a co-op student, but were unable to understand half of what she was saying as she was talking 'social media' language. We launched our Twitter feed in 2010 as we felt it was the easier one to start with. We started with news releases and now need to expand our base and engage in conversation and share our media content. We are looking at sharing information on integrated investigations between police as we get many questions around, "what is that Police car doing on my street", and "what's going on in my community". We focus a lot on successful arrests and investigations, and public safety announcements. And we are looking at doing more live tweeting and have participated in joint news releases with the 'tweets' getting out before the newscast is released.

We joined Facebook in 2011 and our biggest concern was about comments that can be posted on Facebook. But we have only ever banned two people for inappropriate comments and find the majority of people following us are those who are interested in what's happening in their community. We have tremendous support on Facebook and sometimes people following us will respond to those posting negative comments so we often just let it carry on, as long as the comments are not disrespectful or inappropriate or abusive language is being used. We have found Facebook to be very helpful in some of our investigations. For example, a young lady went missing in New Glasgow and during the early stages when we were looking for the people who had seen her last, we posted pictures and information on Facebook. Within fifty-four minutes we identified the people at the bar who had been seen interacting with her. That demonstrates a really successful use of social media.

Last year we had a very difficult case and it invited massive twitter chatter, both nationally and internationally. Unfortunately, a lot of misinformation was tweeted but we were unable to respond as the investigation was ongoing. Our official statements are important and we are moving towards having a full-time person to monitor social media permanently. We have to look at resourcing and ways we can adapt with respect to responding in both official languages and being able to respond 24/7. Certainly our experiences have been mostly positive and helpful and we are seen as one of the leaders in using social media in Nova Scotia.

Natasha Crossman-Pace – It took me forever to get on Twitter and other social media as I was very nervous about who would follow me and conscious of the need to be accurate in reporting. Now I am very comfortable with it and am tweeting most of the day. More and more people are using Twitter every day so this changes the way we are carrying out our jobs. It is always challenging as people are continuously tweeting and asking for updates on stories that are ongoing. One time I was out of town covering a tragedy where a couple of people had died and I was watching my competition and saw how much more information he was putting on social media. So I felt that I had to keep posting pictures and stories, including the funeral, but received many concerns and comments that this was really not appropriate. The lesson I learned from that was that you have to think about and monitor what you are tweeting. However it is also great that people can tweet questions to you and the fact that you can explain things to them is a real benefit.

The fact that police are growing and embracing social media is really good, and more accurate and timely information and pictures are being posted. The police tragedy in Moncton is a good example of where we were kept completely up to date on what was happening, and so we were able to follow everything more closely. We can take things from being almost chaotic and difficult to manage to just keeping people up to date and 'in the moment'. I really feel that embracing social media is a tremendous benefit to policing and news making.

Blair Rhodes – Police forces and the media have the same problems with posting to social media. There is a sense of urgency in some situations; we hear details on scanners which we are not allowed to report so we can tweet instead. In one instance we were listening to the police radio and there was so much fear and anxiety from the public that we tweeted right away when we arrested the man. It does become addictive to people who follow you on twitter. In one case the Justice stated that tweeting would be allowed in the courtroom during a trial, which was very advanced, although in this instance tweets that I sent during the trial were responded to by someone else at the trial. In another case, a local musician posted to Facebook about trouble that was taking place in a bar where bouncers hurt someone really badly. When this was investigated it was found that this Facebook account was wrong and when we tracked down the 'victim' we found that the man had only been ejected from the bar and not beaten at all. So this is a case of where police have responded to a crime that was tweeted and not accurate!

We have several problems with postings as we have many bars and are a university town so there will be more incidents of this kind. Our colleagues in Cape Breton came across an incident in a high school where they were taking 'selfies' which were nude and semi-nude. The police went to the school and had a chat with the students and explained that what they were actually doing in the eyes of the law was photographing and distributing child pornography. That helped them to understand what they were actually doing when using social media in that way. We invite you all to join in the conversation by following us on Twitter, Facebook and other social media.

Comment from Winnipeg Police Board

Member - We are looking at this from the role of governance and we are looking at trying to ensure that the public gets good value for their investment. If we look at the role of transparency, many of the stories we follow have 'sexy' information and the public are really keen to follow them. We need to look at trying to build a



culture of positive and good information. What should the government be looking at in terms of policy and the whole way the social media trend is going.

Theresa Rath – We have had a conversation on how to ensure that we are doing it right. We have to take a measured approach and need to resource appropriately and make sure that training has been undertaken. You need to have a policy in place including terms of use, etc. and also consider how to audit the program. We have had cases where a police officer has posted on their own personal page an inappropriate comment about training. So training policies and communication strategies are very important and we need to make sure we are using social media in the right way to follow an investigation.

Participant – Is there a jurisdiction that has been able to master the use of social media properly?

Paula Sibley-Fox – There are a number of police forces across this country and the United States that are doing a great job in using social media in the most productive way. You learn as you go on with it from your neighbouring organizations. The United Kingdom has done a live ‘tweet-a-long’ with their agencies, which was very successful and we tried it with a citizen who travelled along with us for a day. It is important to continually look at best practices and contact other agencies where you see that they are doing it right and have good ideas to share. It is also important and helpful to attend some of the policing media conferences that are held each year.

Participant – As far as staffing, do you have someone working full time to monitor and respond to the social media?

Theresa Rath – We are still grappling with training and have been considering the possibility of using our Dispatch Center as they are present 24/7 and could monitor the social media and call their communications centre if needed. It is really hard to manage media relations as to deciding who should be responsible for giving out the information and how do we add to one person’s workload if they are already very busy?

Participant – What about privacy issues?

Paula Sibley-Fox – This is at the forefront in how we handle everything and it is very important to keep thinking about how reporting and social media can impact on privacy issues.

Blair Rhodes – We can be fined, charged or even thrown in jail if we don’t follow the rules and abide by them. We have to respect the rule of law.

David Walker – This has opened up a new era for us in Nova Scotia and social media is a session we are doing at our Conference in September. We need to recognize it is there and think about how we can make it an effective tool for our policing services and other government agencies.

PLENARY: PUBLIC SAFETY CANADA & NOVA SCOTIA DEPARTMENT OF JUSTICE - UPDATE ON ECONOMICS OF POLICING

Hon. Lena Diab, Attorney General and Minister of Justice, Nova Scotia

I hope you have made some time to enjoy some of the wonderful sights and historic buildings that Halifax and the Province have to offer. Democracy all started here in Scotia and I encourage you to take a tour of Province House. Nova Scotia has a long history of democracy that has shaped our Province and made it what it is today. I am going to tell you about the wonderful police agencies we have here in Nova Scotia and to talk about some great initiatives that we have. We are very lucky to have the RCMP as our provincial police services, as well as eleven municipal agencies, a total of about 2000 staff. Halifax Regional Municipality is policed by both agencies - both have defined patrol areas but all investigative services are policed by an integrated model, which is the first in the country.

We are facing serious issues like gun violence and increased gang activity. While our efforts to address these issues are ongoing we know we have more to do. It is not up to the police alone, or government agencies,

every citizen has a responsibility to help with this. A cease fire takes a community-led approach to work with young people to stop gun violence. This integrated service tracks pending violence and takes action to calm the situation down and it has been successful in the States and many other countries. We are the first jurisdiction in Canada to implement this model and to introduce cyber-bullying legislation to protect Nova Scotians from being bullied on line. We held a two-day Bullying Symposium for school and police agencies to try and come up with some strategies to stop bullying.

Our cyber scam unit reports any on-line incidents and investigates complaints, most of which are resolved informally. We are leading the way in trying to do some things differently, even though we are one of the smallest provinces in the country. Preventing crime will also reduce strain on our justice system and we are looking to do things more efficiently while still trying to provide a quality service. Both our municipal and RCMP partners are working on this issue. Events like this one help us to continue to move forward and do things better, building professional networks, sharing ideas and programs.

DISCUSSION PANEL

Rachel Huggins, Acting Director, RCMP Policy, Department of Public Safety and Emergency Preparedness

Bob Purcell, Executive Director of Public Safety and Security, NS Department of Justice

Moderators: Cathryn Palmer, CAPG President, Dr. Alok Mukherjee, CAPG Past-President

Bob Purcell – The economics of policing have been in the forefront of symposiums in Nova Scotia and on my radar over the past four to five years. As some background, in 2009 this became an issue in Canada and the World as policing over the last number of decades has overgone a number of changes to allow it to respond to the needs of aboriginal minorities. But the cost of providing police services remains a concern for many police governance boards, both here and worldwide. With the economic downturn, funding law enforcement services has been a concern. A survey of police departments in the United States was undertaken in 2009 as they planned for

cuts in funding. Their report tells a story about yesterday, today and tomorrow. The basic facts display the harsh reality that almost half of police departments face cuts each year. There is a 3% decrease in the average number of sworn officers and there are varying views as to the impact of these cuts on communities.

Budget cuts will reduce services or they could also be an opportunity to reform how police services are provided. We have to look forward and stop reminiscing. We need to accept the challenge of moving forward with fewer resources. We need to see this as an opportunity. The culture of the agency needs to be changed and the economic crisis is an opportunity to look at problems and find solutions. We can change models of community safety - in the United Kingdom, they stated that change was absolutely necessary in order to maintain their current services.

Michael Kempa wrote an article on 'how to get a grip on swelling police budgets' about the Toronto police force,

noting that they are taking on more and more functions which has resulted in an astronomical growth in police budgets, dwarfing inflation in recent decades and pitting police chiefs against mayors and police services boards in an annual battle that no one really wins. He quoted Don Drummond, the former banker and associate Deputy Minister of Finance, who pointed out in his review of Ontario public services, that increased public spending on services like police (and health care and education) has coincided with an aging population, the reorganization of the economy and consequent erosion of the tax base that pays for provincial and municipal programs.

We need to find different ways of doing things. Professor Irvin Waller of the Institute for the Prevention of Crime at the University of Ottawa, wrote a book entitled, 'Less Law, More Order' where he shows that money directed toward penal justice is better spent addressing risk factors that cause violence. Drawing on scientific research and decades of experience in advising governments, Waller shows how planned investments in services for women, at-risk youth, families and neighborhoods are more effective in preventing violence than traditional reactive approaches. Paying for services to support victims and guaranteeing their rights is better than "tough on crime" rhetoric, he adds, and achievable and affordable according to research. He finishes off by saying that these policies won't happen on their own and proposes legislation to make the shift from outdated penal policies to effective preventive programs.

The true answer lies somewhere in between and we have a great law enforcement community in Nova Scotia with partner collaborations.

Rachel Huggins – We are following a shared forward agenda. We have a lot of projects going on and we are partnering with CAPG and groups like the Canadian Police Knowledge Network. The best part is recognizing that if we are going to change things and make things different, then we have to include everyone in the discussion. We took three pillars and identified what needs to be done. Then we took each one and got approval from the Federal, Provincial & Territorial Ministers for action now and in the future. Our research piece is the most ambitious initiative. In March 2014 we held a symposium and brought academics and police personnel together. The first thing we did was to decide what kind of structure we wanted for police research in Canada (evidence-based). This report is finished now and we have our structure for the police research network. The research priorities include community safety, performance

metrics, and policing vulnerable and diverse communities and funding for the research will go into these priorities. Then we had to figure out how to share all of this research and how it should be accessed.

We want people to be able to navigate on their topic of interest and we are also starting to develop a web presence for police research, which will be the first in Canada. Police chiefs are asking for their pieces of research to be put up on the central website so that each police department can access others' research on certain topics. This will ensure that they don't have to re-invent the wheel, and can build on the research that is out there. We are developing the website in phases and are technically within about a year of getting approval and getting the research plan in play. Looking at how to measure police performance metrics, Statistics Canada is doing this and it is a two-year process. They are working behind the scenes with groups, chiefs and statisticians, on changing the methods of collection of metrics from police services.

We have been working on police competencies as well – this is what the Boards are interested in. We are looking at what is the right kind of training, right education level, scope of skills for each level of police and how to roll that piece out. It is still in the research phase but we are looking to roll it out in the fall or winter. We want to make sure that everything that's going to be put up is readable and user-friendly. We also have to look at how we deal with privacy issues, but still share the information. It is being discussed about where we want to start and we will meet in September in Saskatchewan and see what we can tackle and what we can't.

Justice Pillar – we are starting a research project about where the inefficiencies are between the police and the justice system, for example warrants, transportation of offenders, court scheduling. We have hired researchers to meet with the service providers and court officials to look at those services. We will also document what's working well in other countries and provinces. Once finished we will bring in a few key people with Justice Canada and prioritize outcomes and we are hoping that the planning stage of the project will start in the spring.

We have an index of best practices from police forces across Canada and they are all online. There are about twenty questions and if your police service is looking at doing something for youth at risk, for example, you can go to the Index and look at some of the projects and ideas on the list. You just have to e-mail or call the contact person listed for that particular initiative. We have also listened about concerns regarding individuals who deal



with mental health issues and will be updating the Index every year when projects are identified. We have asked police services to include any program evaluations if they have them. And we are currently updating the Index on justice initiatives, for example, looking at ways to better communicate with judges and police services, how to better look after victims in the justice system, etc. These updates will be released in March and they will all come at the same time. Finally, we also take away what we hear at these conferences and add this information to the Index.

Bob Purcell – The Cease Fire and Summer Scan Programs are new ways of dealing with community issues. We also looked Saskatchewan’s Hub Health Model and learned a great deal from the team and we saw that the model demonstrated good practice. It shows how you can deal with some serious community issues through a collaborative agency effort, and it is evidence based. We are looking for collaborative efforts for community safety. We have created the Criminal Justice Transformation Group that deals with some of the pillars of efficiency and community safety. We also have a Joint Community Safety Committee with members from the police and advisory boards and the Union of Nova Scotia Municipalities. The Contract Management Agreement is a form where people can note their issues or concerns and we are implementing

a Trial Disclosure System to look at the component of managing and scheduling of trials. When a person is in Court and they are required to submit a DNA sample, they can now do it before they leave Court that day. Efficiency and community safety are very important and we need to find solutions to the problems and difficulties around them. We brought together Chiefs and District Health Authorities in a half-day symposium to identify where the delays and problems were taking place and where they could collaborate.

In 2012 the Serious Incident Response Team was established to investigate concerns or problems within police forces. This has helped to raise public confidence and has saved a great deal of time – also, the turn-around time is very positive. We have also established regional crime elements in four different regions of Nova Scotia that are working together. Nova Scotian Chiefs are now in the position where they agree that working together is very successful. These are just a few examples of what Nova Scotia is trying to do differently. There are many more effective ways to deal with serious issues such as gun violence, etc. and we are lucky in Nova Scotia that our relationship with government and other agencies is collaborative and shared.

PANEL DISCUSSION – EFFICIENCIES IN POLICING: EXPLORING MODELS OF SERVICE DELIVERY

Pat de Jong, Senior Manager, Organizational Development & Support, Winnipeg Police Service

John Dewar, Chair of the National Business Management Committee, Commissionaires

Moderator: Joan Kotarski, CAPG Director, British Columbia

The new CAPG Executive members were introduced:

Cathryn Palmer - President

Johnathan Franklin - Vice President

Mary Anne Silverthorn - Secretary

Rob Stephanson – Treasurer

Today's police budgets are stretched as they toil to provide effective, efficient and sustainable police services. Before economic realities force change, police governance bodies and police leaders are re-thinking the delivery of police services. Winnipeg has implemented two-tiered policing under one organization and union and this has enhanced their sustainability and ultimately their service delivery to the public. This initiative was launched in 2010. Many other services look to private security to take on non-core police services, including the Commissionaires. A third-party, nation-wide survey was undertaken of Municipalities, Police Departments/Boards and the general public on the topic of non-core police services provided by private security companies.

Pat de Jong – We needed to look at the job descriptions of police officers and think about what else could be done and who else could provide some of the services that they already provide. We needed to think about how we could achieve a better way of delivering our police services. So in 2009, an agreement was made to fund a cadet program. Our cadets are well trained and deliver the same services as police officers and are eligible for the full range of benefits. I am going to talk about some of the successes and lessons learned. Getting focused on key organizational issues brings clarity in saying 'yes' to some roles and 'no' to others. Their connection to the community is a fundamental part of the service, also the benefit that they free up general patrol units. 50% of our cadets are deployed in walking the beat in pairs so they

provide a consistent presence in the community. The cadets also usually work at one or two crime scenes two to three times a week and news feeds and newspapers typically have shots of crime scenes which always depict the cadets guarding the scenes. General patrols are also deployed to support community and operational events. A very important aspect of policing is building relationships with non-violent, intoxicated and mentally ill persons. This service has taken significant strides in conjunction with health authorities in working with the mentally ill.

Statistics show that over the last four years over 29,000 hours of police time have been freed up by the work of the cadet program. There is also a very significant cost savings with the deployment cost of a cadet averaging \$27.00, compared to \$67.00 for a GP or Beat Unit. We continue to have a healthy and competitive applicant pool in the police force. Our cadets are not automatically qualified to become police officers, and therefore they have to compete with outside applicants. The number one challenge is hiring competent police recruits but hiring cadets has been very successful. We provide our own eight-week cadet training course. One of the greatest risks for cadets is safety and they have to complete the same fitness tests as police, also firearm safety, etc. However, to date the highest use of force used by a cadet has been one use of a baton and the spray. Non-violent, intoxicated persons are their major call out.

Lessons learned from the program include the need to clarify 'authority to delegate' status. We need to look at the wages as presently we have a limited applicant pool and it is proving difficult to reach and maintain the desired complement of sixty-eight. The program can be seen as a solution to many different challenges but the role must be discerned to key roles and we need to ensure a focused deployment. Consolidation has been somewhat costly but very effective and our general police members recognized that cadets were well-trained and performed better than expected. One of the key considerations of whether this model will fit is that the program might face challenges in other areas where they do not have such a large applicant pool.

The overall outcomes of this program include maintaining a consistent visual presence in the community and

allowing more time for the police to focus on core duties – there are eight additional units now available on demand. It also provides extra resourcing for planned and unplanned activities and incidents during major events. The overall value of the program is that it provides a new option in our goal of sustainability. By combining cadets with basic policing tasks results in enhanced police services and of course we are also mentoring our future!

John Dewar – The role of private security in public policing is increasing all the time and we are presently providing services in about 90% of communities. This role has evolved over the intervening years since the program was established in 1925 as the Canadian Corps of Commissionaires. On average, 95% of every dollar earned goes to wages and benefits for employees. Much of the work being performed for the Federal Government is support for police services across Canada. When we take our ability to do that work at a Federal level, these are some of the things we do for communities that are non-core police services.

We carried out a survey with about 3000 – 4000 respondents to determine attitudes towards the use of contractors as support for police services. The way the process worked was to ask questions, add more information then ask the questions again and determine people's attitudes. The closer they got to 'direct engagement in responding to criminal activity' they considered this as core police work. They were also much more willing to agree to the provision of private security if it was 'not for profit'.

Questions and Discussion

Q – Is there a big price point difference between having commissionaires and having things done in house?

A – In terms of wages, it would be pretty comparable. The difference is that there are also benefit costs. If you are using contractors you don't create a long legacy of pension issues that stretch out over time.

Q – If a Core Commissioner has never been asked to serve in a hospital situation, what does this mean as far as qualifications or experience?

A – That may not be the kind of service you are going to get for \$15 an hour. The payment for a service also depends on jurisdiction

Q – Have you successfully recruited for diversity within the cadet program?

A – Yes, we have considered it an opportunity to recruit from the female population and aboriginal groups, etc.

Regarding female recruits, we are sitting at 16% at the moment, which is the same as other cadet populations. We are also doing extremely well with aboriginal and diverse groups and the visible minority and First Nations are at 40%.

Q – Can you share some insights on how to get police associations to buy into these non-traditional programs?

A – Our model is a little bit different as we hire people such as former veterans and police officers. When they retire, many are looking for subsequent employment. So because of their background, it makes it a win (community – cost effective), win (police - frees up officers) situation.

A – Negotiations were about partnership and recognizing the abilities of other organizations to provide these services.

Q – What is the next level of duties that haven't yet made it on the list?

A – There is a very high turnover rate - last year it was 30% – because our cadets are being recruited away. So until our hiring and attrition rates slow down, this will keep impacting us. We are hiring two classes annually which has put pressures on this program. With respect to what we successfully negotiated and left out, we chose not to execute duties that could be supplied by others as we want to be out on the street. There are many tasks we can add that are still within the same realm but we need to honour what we can do and get it right before growing to the next level. We have policies and procedures down and are still acclimatising to the notion of high turnover, so we need to get that stabilized.

Q – Do you have any thoughts about relevance and applicability to smaller police forces?

A – The challenges are being overcome and as we are relatively new we wouldn't need as many cadets.

Q – The community wants a police presence – were there any concerns about the cadets taking some of the roles of the police officers?

A – Because the Police Association was a partner in the original agreement, there was a lot of support from them.

Q – We are working on a similar model for a rural-based police service (First Nations). There are some recruitment issues around education and abilities.

A – We gave consideration to groups that might not have the education or other abilities and so we amended the training by having the cadets go out and do the guest speaking at events. The cost factor is \$350 just to apply and for physical testing and eye testing, so a lot of work around accessibility and work promotion needs to be done – that is the key success factor.

ROUND TABLE DISCUSSIONS

Large Police Services (Force Size 400 Plus)

Facilitator: Cathryn Palmer, CAPG President

Cathryn Palmer is a highly regarded management consultant in health, social services and voluntary sectors, who brings extensive leadership experience to both the CAPG and the Edmonton Police Commission. Ms. Palmer has spent a significant portion of her career working in the areas of policy development, strategic planning, program evaluation, communications, negotiations, and stakeholder relations.

Each table was asked to introduce the service(s) they represented and to help prepare an agenda of items they wanted to cover.

Agenda:

- Body worn cameras
- Use of helicopters
- Accountability – cadets/commissioners
- Carrying weapons
- Increasing costs of policing due to providing health services, e.g. mental health, in hospitals, etc.
- Diversity in police services and how that reflects diversity in the community

Body worn cameras: Calgary has done a study on body-worn cameras and they will be discussed further at a symposium happening in early December. There is a legal aspect to wearing these units which has to be looked at as well. The unit is a bit cumbersome and as they are activated by the police officer we have a problem with public trust. There is also the cost associated with using these cameras and it is very expensive to keep that kind of data.

Edmonton is on the end of a two-year funded project on the use of body cameras and has found that there are huge social and public implications that would need to be addressed. In Winnipeg, there is money built into the budget for this program, but they want to see where it is going first in Calgary before it is initiated. Vancouver is also waiting for the Calgary and Edmonton work to be done first, but they do have some funding for a pilot project. In Toronto there is also a plan to trial body cameras and consider their use in interactions between police and people with mental illnesses. The big question is how do

we share information across the country in an effective way?

Use of Helicopters: I had the opportunity of riding in a police helicopter and seeing what they can do. But I am not too sure how we can measure indices with respect to articulating why we should have helicopters and not more police officers. Three helicopters cost \$30 million and we would need to make a further investment after having used them for a number of years. Most discussion is probably based around finances with this program, but there are high costs in every area of policing. For example, crashes often occur when officers chase stolen cars etc. which can cost millions of dollars in damages. The benefit of using helicopters is that they can guide the police to where the perpetrator is going or stops and they can position themselves without having to have participated in a high-speed chase.

The helicopter is one of the most requested pieces of equipment. However, with changes in technology in vehicles today where they can be shut off by OnStar, I don't know whether helicopters are such a good place to invest in. Our air support program uses pilots who are provided through a contract. We just look at the helicopters as support services for our front-line officers. With vast rural areas in our district, this means that we often need to use helicopters to cover all the ground during a search and this service has been proven by the quick saving of lives. It is expensive, but we are very careful about how it is used and when the helicopters are deployed. Our annual budget for this program is over \$1 million annually and we are looking at unit replacement in a couple of years. We also receive requests from other departments in the Province for use in high-risk cases, but there is a cost associated with that which they have to assume.

Recently we have heard a lot of information about drones and I would be interested in finding out whether any research is being done on the use of drones. Are we ready, are we there yet? We also meet fairly regularly with a privacy regulator on policies and regulations as technology is moving very quickly and the only stipulation at the moment is that everything needs to meet Transport Canada regulations. Drones are used for many things, so why not use those instead of helicopters?

Accountability: When police start outsourcing various services, there could be concern over whether the

service personnel have the training and knowledge to deal with drunk or violent people. A number of people working for the police are now outside of the civilian accountability measures and Municipal employees are also outside of the accountability regime. However, the rising police costs are driving the police out of business and so consultants are being hired to try and come up with strategies to keep the police services sustainable. For example, the job of guarding crime scenes, construction sites, etc. should not be carried out by a qualified police officer as we need them to do the job that they are trained and paid to do in fighting crime. We should establish the job description and job evaluation and give that job to the ones who are paid and trained to do it. Accountability is very important but we shouldn't be using police officers for these jobs just because others can't become accountable.

There is no incident where a situation can't turn bad for some reason or another. Municipal transit police are covered by legislation and non-traditional police incidents are growing. This is a really interesting topic from a 'perfection' point of view. We are talking about management of risk, we can never eliminate it and we have to accept a certain amount. Maybe we have to accept some minimal risk to have some people do some jobs we feel they can do and manage. If it needs policy change, then that should happen. We have to effectively manage risk and maybe things might go wrong, but things go wrong with police officers and firefighters, etc. So let's manage it with that in mind – you can never eliminate it.

Carrying weapons: Provincial legislation allows tactical officers and supervisors to carry tasers, but this year it was expanded to include all front-line officers. Certain criteria have to be met and we held a public consultation on the deployment of tasers to the front line. It is considered to be another tool (non-lethal force) for officers to use in various situations. We are getting ready to implement that and also purchase the new model of tasers so that every front-line officer will have one. Training is one day for ten hours but we are moving towards twelve hours and it includes application, use of it, and scenarios. The present model is being changed where they are no longer being serviced, but we should have every officer armed with one in the New Year. They are not 'personal issue' but are handed off to the next officer coming on duty.

In Edmonton they started by sharing. Tasers are costly, but every officer now has one and they are a less lethal weapon than the firearm. In fact the visibility of a taser often diffuses a bad situation before it gets any worse. We should get away from sharing and go towards personal

issue. In Calgary with oversight we see everything that has been done with a taser, e.g. if it's pulled out, lit up, etc. We have disseminated guidelines on safety and need to feedback comments or suggestions. Ontario has allowed individual boards to make decisions on the use of tasers and our Board has added to this with an escalation of training.

Increasing costs of policing: Other levels of government are asking the police forces to take on extra duties. We could use that revenue to hire new officers. This has been a really big issue and has focused a lot of attention on the overall problem of mental health. We didn't have board-to-board discussions but had input from health authorities. So we started an initiative where our Police Board met with the Health authority Board and they now hold meetings on at least an annual basis. The result is that an accountability has been developed that has led to significant changes. Also, police and hospital boards have worked together to reduce wait times. So the board-to-board initiative has been the most important thing in this process. We have a partnership agreement between the Police Board and Mental Health Association and the local health integration network has funded a response team to help police deal with these different situations. We are trying to cut down on wait times so nurses relieve police almost immediately in the emergency room if the individuals are non-violent and if it's appropriate to do so. The savings are significant although nurses are only available twelve hours a day at the moment. And in Edmonton there has been a real effort to communicate with hospitals on wait times, etc.

Diversity in the police service: The question is, do our Boards reflect diversity and do our services reflect diversity? We have seen a lot of immigration, with populations booming and many of the immigrants come from places where the police don't have the respect and oversight that they have here. We need to recruit to the service as soon as possible but this will take time and we will be 'behind the ball' for a long time. We need to develop an 'open-door' society with a number of programs and videos in minority languages that will help to teach people about respect for their police services. The RCMP has provided officers who we can call upon if we need someone with a minority language. The Board monitors it very closely as far as diversity within the police ranks – it is more prominent in the junior ranks, but we need to make progress among the more senior ranks. However, there is more diversity of background and language coming up through the cadet programs now, although it is more difficult to find people proficient with some of the various dialects of the smaller African regions.

Medium Police Services (Force Size 100 – 400)

Facilitators: Karla Rockwell and Joan Kotarski, CAPG Directors, British Columbia

Karla Rockwell is a thirty-year resident of Delta, British Columbia. Now in her second year as a Delta Police Board Member, Karla has found the people inspiring, and the role a rewarding challenge. She serves as a member of the Policy and Planning and Human Resources committees, and participates in strategic planning for civilian and sworn member staffing and services of the Delta Police Department.

Joan Kotarski has served as the City of Victoria's municipal appointee to the Victoria Police Board since January 2009 and is an active member of the Board's Governance Committee.

Introductions were made around the room, and issues identified that are being worked on in some areas:

Issue 1: How do we, as medium size forces, gauge whether we are efficient? In Saint John, the police services represent 15% of the total city budget, down from just under 20% just five or so years ago. Other police forces across the country mostly range between 20% and 25% of their city budgets – is that a valid comparison to say that we are already efficient? Fredericton is in the same range as us. We are looking for efficiencies such as further civilianization over time because of a push from the municipality where the budget is facing some tough challenges. The Chief believes that the police services are already pretty efficient and economical, but how can our municipal politicians be convinced that the current police service is already more efficient than most?

Issue 2: We have two mayors who sit as Co-Chairs on their Board, which causes conflict within the Board. The Mayor has to be Chair of the board but they decided to move to a Co-Chair model and they now have the task of defining what a Co-Chair means for their Board. How can they make it work well if there are two Mayors who have to agree on all decisions?

Issue 3: We are looking for a Chief of Police for our force. How aggressive can we become in our search? There will be a cost increase associated with hiring someone new, which means we will have to try and provide more services with less money. What tools do Boards use to evaluate their Chief?

Issue 4: There is a specific process that Boards have for dealing with policy issues – who in the department is responsible for drafting policies?

Issue 5: We come from a smaller town with people earning less than in other places. Staff health and morale are a big issue and this affects their day-to-day productivity. It is a big concern for us.

Comment: We have many mental health issues in the community, but with help through the social media aspect, we are able to stay ahead of the curve.

Comment: A Mayor can assist in getting budgets passed through the council. We have the lowest crime rates in Canada. We take a survey of the community annually and ask how they feel about the police force and services they provide. Every year we have a 94% – 97% acceptance rate from community and that's when you see people accepting the budget. We respond to all call-outs, which can increase the budget, but it also ensures more buy in from the community.

Issue 6: The concept of changing technology makes it extremely expensive for us to keep up with the changes and we just cannot afford the same technology as other forces.

Comment: We had reduced services but never decreased essential services. We understand the stresses on the Police Department. How do we sustain the cost of guarding individuals with mental health problems? We will look at options with our Chief but I don't see how we can sustain the cost of service inside of hospital.

Comment: We struggle with elected officials. We have a lot of South Asian population and carried out a survey with that group and got a 98% approval rate. The police's mandate is to keep the community safe and they have the same issue with the shifts in hospitals.

Comment: Services are coordinating efforts in crime prevention and enforcement but they don't know how well they are doing that. And how can we work with agencies in neighboring jurisdictions to coordinate a strategy to use against the entrenched criminal element who are ahead on technology?

Comment: How can we be responsible for a budget and yet have little to do with contract negotiations. What are other Boards doing?



Comment: We are certainly getting an idea about workshops for next year that really tackle issues of small and medium sized police forces.

Comment: The World changed in Moncton recently when they lost those three police members. That's their main concern. They are also looking at building a new detachment and they are looking at a big bill. Also the guarding of mental health patients is an issue for them.

Comment: Making the community more aware of the work that gets done is extremely important. It took a crisis for everyone to come together. We are also concerned about time spent by the police at hospitals.

Comment: Finding a proper funding formula is difficult and trying to come to an understanding on how that formula should come about. A large percentage of costs are spent on call-outs and there are a lot of those in a large municipality. We need to also locate a site and build a new police station. There have been a lot of changes to standards in building which add to the overall costs. We are trying to figure out how large the building should be.

Comment: We are learning about what a Police Board is. There is the issue of continuity and institutional memory, which they don't really have. We are continually reinventing the wheel and there has to be a better way. We should all be helping each other because the issues don't vary much. Somehow we have to find a way to share all the solutions more effectively, avoid reinventing the wheel and learn to adapt it to each Board.

Comment: It is a big learning curve for new people serving on boards. And there are many concerns around mental health issues. We are hoping to hear about Delta's

resolutions that they made last year. What is the role of the municipality and the Provincial Government? There are issues around sharing of information. We are concerned about the roles of the Chairs. How many Boards require the mayors to be the Chairs as not all Boards do?

Joan Kotarski: Now we are going to break into three groups and hold three separate table discussions for about ten minutes. I want each table to pick one topic that has been talked about previously and discuss it with your group. There are a lot of resources in the room so use the expertise and start networking.

Table 1 Issue: Officer Wait Time

Solution: It was the right agenda and we should care about it. Work with the Chief to make sure that everyone is looked after.

Table 2 Issue: Staff Morale and Wellness

Solution: We discussed the logistics and mechanics of the problem. We also reflected about the care and ongoing care for the people who get picked up by the police.

Table 3 issue: Cost of Technology

Solution: We talked about the need for common standards with the use of technology and agreed that it would increase efficiency, but we didn't find definite solutions.

Joan Kotarski: What would be really helpful would be to have definite outputs from this session. We encourage you to contact others who are in the room to tackle the issues we are facing. Make connections to use the collective wisdom in the room.

Small Police Services (Force Size Up to 100)

Facilitator: Mary Anne Silverthorn, CAPG Director, Ontario

Mary Anne Silverthorn is a retired elementary educator, retiring in 1998 after a thirty-three year career. She was appointed by the province in 2004 to the Oxford Community Police Services Board, and served the maximum of six years including serving as Chair for two years. In 2012, she was appointed to the Woodstock Police Services Board and currently is the Vice Chair. She has been active on the Ontario Association of Police Services Boards (OAPSB) and at the local zone level.

Good morning ladies and gentlemen, my name is Mary Anne Silverthorn. This is the session for small Police Services, force size one hundred and under. Last year there were about ten of us but I see there are a lot more of us this year. I thought we would start by introducing ourselves and telling something about why we are here personally because we all come from different circumstances, and we all come from different services. (Individual introductions made.)

We have several people here from the same Board. As we get into discussion about issues from the same level, please have one person speak. It would be better to have one point of view so that we can hear from more people. I've picked up on two things that I think have relevance to us as small boards. Dealing with social media is one. Several of the services have added a person to deal with social media, monitor tweets being sent and looking after how comments are dealt with. We have been asked to comment on whether we really know what smaller boards are doing with the social media aspect of policing, so this is one of the items that we probably should share.

And the other was an item we discussed this morning and that was around do we have forces here that may employ sworn officers who perform other duties. For example, Cadets, who may allow sworn officers to perform their duties 100%. Those are two of the issues that I've picked up on for further discussion. I know we can talk about the economics of policing and cost of policing and I know every province and municipality funds differently. We can talk about it, but when we leave here we probably won't have any solution.

Dealing with Social Media

Participant 1: We have a policy within our board regarding the use of media and social media. Our Chief

actually looks after our Twitter feeds and Facebook postings as he is very good at it. He then assigned an officer to become our media contact person. So it makes it very easy if you have a policy in place and people who are confident enough to do it. Small forces can do it as well as large forces as long as you have the right people who want to do it.

Participant 2: In Truro we address the use of social media from a few different angles. We wanted to talk about Internet safety with school kids and so we developed a Superhero Program that talks about the dangers of the Internet. We are challenged for Provincial funding, but it's a very valuable program. We also hired a student monitor and participate in Facebook and Twitter for a summer and we were very surprised how much information young people were sharing online.

Participant 3: I'm just curious as to whether all of the forces have a strategy on the use of social media - knowing what information you should post and where to post it. Twitter is the best one to post quick updates on, and perhaps use your service website for bigger pieces of information on serving greater needs. In Bridgewater our Chief does the tweeting. He's found it useful by having a presence in the social media and by catching people, using pictures of people who have vandalized, etc. It's a great tool. CyberCop is also a wonderful, educational, computer-based program that teaches students in Grades 7 and 8 about the risks and safety issues associated with Internet use. I think as far as a strategy goes, there are all sorts of things that can be done via social media, be it immediate information on what's going on or just to build confidence in your service. Facilitator: I see that all of you have some method of communicating amongst the service. What do you send out as a Board and how do you do that?

Participant 4: We don't have a strategy per se when it comes to tweeting, even though we have a new Police Chief who is quite prolific. We have Crime Stoppers information. When we look at the number of followers on social media, we only have 1100 compared to a population of 50,000. It's an affluent community and we get newcomers coming in. When we communicate in one language, we are not reaching the other communities. The diversity has increased so significantly that we are disregarding that population. We're losing them. Whatever strategy we use, that is something we have to be cognizant of.

Participant 5: The Amherst Board Chair speaks on behalf of the board but only about Board issues. Anything from the Board would be picked up via a report to the media. Police issues go through the Chief. There are at least two others, Bridgewater and Truro here. We don't have social media presences at this time. I need policy and something to work with so if someone can send me something that I can use as leverage and send to the police.

Participant 6: Relative to communication, we usually have a regular debriefing of incidents that have occurred over the weekend. One of the disconnects is that we usually have a number of events that have occurred over the weekend in certain areas, but we don't have a way of clearing them or measuring the public follow-up reporting after the fact. That element is missing, that element to figure out what happened after those events. Sometimes people don't want to serve on the Police Commissions because you have to deal with so many negative issues.

Participant 7: When I first got on the Police Board, I didn't know social media existed. We invited people to come in and talk about their issues and two people showed up. We hired a consultant to come in and talk to people about what was happening in their communities. We highlighted what we thought were the priorities and there were some articles in the newspaper, so this raised the profile of the Board for a little bit.

Participant 8: I feel that the whole key to the social media is the younger element – kids, younger officers. Those are the people that you have to educate. They are years ahead of us. I feel the key is to use our younger officers in positions in our forces to promote the fact that we understand the kids' issues and try to prevent things happening before they get started. We see where key problems are happening and we see on the map and we can use this to gather information to help us move forward.

Facilitator: Do you have other personnel who do jobs that take them away from officer duties?

Participant 1: We have an auxiliary unit. They do community events, monitoring parades, events in city parks, and some supervision if there has been a major collision and we need to free up the officers. There are sixteen of them and they have a specific uniform. They are in a state of flux at the moment because a number of them are volunteers and they augment their jobs to do this. We have a dinner for them once a year and also awards. Why

is it in a state of flux? Sometimes because of their job hours, or they often want to become police officers, or go off to school. Just a further point to our auxiliary unit in particular. They love their job, even though they also have their full time jobs. We do also have a By-Law Enforcement Officer.

Participant 2: We do have a problem in Ontario. There is zero assistance from these outside organizations like Commissionaires in our province. How do we go about getting this kind of help?

Participant 3: We have two volunteer groups. One is a light squad who check out the parks. Another helps with traffic at schools at events. I liked earlier today hearing how they transition into their roles – men and women engaged in these roles.

Participant 4: In Nelson we have similar soft services, but our challenge is that we have a high density of calls around people suffering from mental illness and only seventeen officers and they have to stay at the hospital. And it is recognized that volunteer work is not specifically designated to deal with those problems. Does anyone have similar problems and creative solutions?

Participant 5: Peterborough has gone to an organization and they have partnered with two designated individuals who go in and supplement the officers when they deal with mental health situations. They are supported by the Province of Ontario and paid by the organization. Our understanding in Ontario is that is that they have to be supervised by a police officer. They could be hurt, etc. and the liability could be high.

Participant 6: Did you mean that these individuals are retired officers or are they cadets?

Facilitator: They could be anyone....students, etc., and sometimes they want to become police officers but not always.

Participant 7: The Truro Police Force is looking at the costs and benefits of utilizing an auxiliary program. However, I think that it will be quite expensive especially when you look at the insurance costs.

Participant 8: When you are dealing with cadets, the are they actually employees with benefits similar to the police officers. Why would it be different with auxiliaries? I think you would still be liable.

Participant 9: We had a dog handler and we also had firefighters. These are covered under the Guidelines in the Occupational Health and Safety Act.

Facilitator: Are there any other topics you would like to discuss or questions you would like to find answers for?

Participant 1: One of the pastors at a church in our region is a Chaplain who travels with our police sometimes. Does anyone else do this?

Participant 2: We have a Victims' Services Program.

Facilitator: We have a Victims' Services Program and also a Chaplain who travels with our police.

Participant 3: One of the biggest problems with the use of social media is credibility. The person posting the information to it has to have the credibility. We just had

one person doing that because it could be a big liability. The Moncton incident a few months ago was a big deal for the police and the public. When reporter Joe Taplin was reporting the incident on the television, you respected him because he has a good reputation for reporting facts. You have to have people who know what they are doing because people need to feel confident that the news is coming from the right source. It is key to make sure that you have the right people in the right spot.

Participant 4: Our crime statistics from our jail are included with our community statistics. I'm not sure if that's been an issue for anyone else, if so, has anyone had this resolved for them?

Participant 5: We do have a significant workload from the jail. A lot of the work involves taking DNA samples and bloodwork, but it does reflect on the crime statistics.

First Nations Police Services

**Facilitators: Ron Skye, CAPG Director, First Nations
Andrew Graham, Adjunct Professor, Queen's University**

Ron Skye is a member of the Mohawk Council of Kahnawake's Senior Executive Management Team which oversees the delivery of programs and services to the community. He negotiates on his community's behalf agreements with Canada and Quebec on the provision of programs and services relating to public safety including policing. He also sits on Kahnawake's first Legislative Coordinating Committee which is responsible for the development of legislation under Kahnawake's jurisdiction. As Director of Justice Services since 2005, he also sits as the Chairperson of the Kahnawake Justice Commission and the Kahnawake Peacekeeper Services Board.

Andrew Graham has been researching police board governance for the last fourteen years and has carried out extensive work with the Canadian Justice System.

The session was opened with prayer led by a First Nations female elder.

Ron Skye: We have representation on CAPG and we have always tried to get First Nations to be on board with the program. However, it has been a little bit slow. There

have been many concerns over the financial implications, agreements, and privacy issues providing instability across the board. What can we do from a national police organization to help the First Nations people with governance within their communities? What is the responsibility of this Board in relation to governance - is there something missing that we can bring forward to assist First Nation communities, and how do we go forward with this? It's about support, it's not about taking over. What can we do from a National level to assist First Nation communities in pushing their own agenda forward?

Andrew Graham: We conducted a survey to evaluate the state of training and perspective of governance. The results showed that some First Nations communities have really moved the bar on governance in communities. It also showed that everyone is trying to solve the same problems and with so much resource, we should share the same practice. These are all stories that have been gathered from people speaking to one another. These are cultural respects and how we solve problems within our own culture and environment.

Comments from Participants

The needs identified are with respect to 'skilling-up'. How can we be effective with what we do? What are the

challenges and opportunities of being capable of effective governance?

Training and skills: The CAPG can help with this - we all have problems with training manuals. Nishnawbe Aski Nation governs thirty-four First Nations communities in Northern Ontario. We have to find the best training modules that really work and that are running in the same communities. They are fighting in part with the Government at the moment but are looking to move forward. They are getting there and are speaking with ministers in northern Ontario right now. They can use their voice, together with this Board and First Nations communities and approach the Association of First Nations and be one voice together.

First Nations Chiefs of Police: These chiefs are all integrated together and need to get boards established at these meetings so that they can work together in a structured way. They are all partners. However, the Board of Police Commissioners was involved in operational issues, such as interviewing and hiring at the second level of command within the police service. All of these issues ballooned into matters of public record which resulted in an inquiry into this police service between the Board and Chiefs of Police, and the direct impact it had on the communities.

Another issue identified is that there has been little empathy with what is going on around the Conference. That is mainly because there is not much content in the conference program that is applicable to their areas. There are some Nations who have good relationships with the RCMP. But from this man's experience and reality, nothing that is Canadian. We need to get the Board to have a separate First Nations Board that will be able to provide more representation. This will move us away from participating in the 'white mans' conference and more into what our communities are looking for specifically.

There's a theme that shows that the Board gets bogged down with too many details. There's a fundamental difference between rural and central policing. There are different components including cultural differences, age, etc. The RCMP is getting drawn into areas where they have no idea what is going on and what is driving these issues because they lack the experience.

A First Nations agenda is important where we can access telecommunications and electronics of all pre-Conference meetings and also post-Conference ones which will allow First Nations groups to sit down together and debrief.

To understand and walk a mile in my moccasins, you have to take your Oxfords off and spend time in our communities before making any decisions that affect us. Aboriginal people are over studied and are at a point where we need to go back to the communities and put these issues on the agenda. What they do from this gathering moving forward reflects on their communities. Communities take a bashing with murders that have occurred because they have no role models and mentors within the communities. Let's quit talking and help the Elders with a vision and put in rites of passage and natural laws that have been passed back on and implement them into the communities again. We need to become rich again in the communities with cultural traditions; we must stop losing our Elders. Is there funding for tribal police?

There is a 52% / 48% split within First Nation communities. What about the RCMP? There is a split with the Band, Province and Federal Government. Three-quarters have signed with the RCMP and wanted to know what funding was available before they signed the papers. Everything is tied in to the Provincial Police Act. What is happening in Saskatchewan is a First Nations Police Act and First Nations Peace Keeping Act. These need to be developed and put into practice. This is not a stand-alone thing and tribal courts and rehab centres need to be manned by their own people. They have their own system of restoring harmony within communities and policing is a part of this. We must become much more focused on what we have to do and not just follow the general Canadian Board models. How many Police Management Boards have recruited First Nations Board members? There are different populations in each of the communities.

Is there a Government component within the Policing Agreement? Many people in the room have this. Quebec is looking at changing legislation to better address the different types of police services within First Nations communities. Legislation is a problem here. The First Nations made their own police act in 1996. With regard to governance, how can we bring everyone to the table and support First Nations communities in doing what they feel they need to address their particular issues?

We have a Treaty with settlers here and mutual respect is part of the Treaty. We will develop our own Act which will exceed the Provincial Police Act. But members are still deciding on whether to allow the RCMP to aid in policing within their communities. Kinmen-ship is important so does a local police force provide that better than the RCMP with First Nations communities, one being a part of the community, and the other being in a foreign area but being on call?

One aspect of what justice is about is having our own laws; and interpreting our own laws with our cultural aspects. If you don't have everything you want, you will always be fighting. We must incorporate all of these elements with the governance of policing. It is a broader aspect within the justice system of each community and we need to be making sure that things are done through a restitution and holistic approach.

The RCMP sometimes has a large turnover of members. New people come in and the turnover is high. So there is no continuity with members of the community and relationships have to be forged again. Community policing would definitely be beneficial.

Training isn't offered here for First Nation communities around alternative policing methods. Healing circles are an alternative method. We are criminalizing youth at far too young an age and not taking holistic approaches towards our communities. Youth are put into the Justice System as young as 10 and 14 years old. The Police are trying to manage this, but it isn't always working. We need to find alternative courses of action around working with youth and communities. Northern Ontario has a pilot program in First Nations communities where youth attend their own hearings within their communities. They want to govern themselves through cultural practices and beliefs. The Manitoba Metis have created their own justice action.

These systems don't exclude one another but include one another and work in their own areas of justice. First Nations governance would benefit if these programs and ideas were presented and discussed at this Conference and so would everyone else. People here don't understand First Nations healing versus the Criminal Justice System and the important difference of culture practices.

With regard to the police justice system, the Federal Government is broken down. It costs around \$30,000 to fly Federal Government people in for a trial, which is paid by the taxpayer. In contrast, it costs \$800 for a First Nations community member to get back to their community and family or if they have to fly to their trial or sentencing hearing each time. The question is who has the means to pay for this? The Government seem to be able to afford to send people out, but they are unwilling to help people get back into their communities where they belong. There is no money to enforce what they want to do in their communities because of the \$30,000 spent to fly in the broken-down Federal Government!

For the Blood Tribe, they are under the tribe regulations, and are part of the agreement with the Police Act. They

have their own police by-laws but they aren't being recognized in the agreement. They are currently involved with negotiation meetings to have their laws recognized and approved through the Federal Government. However, the recognition isn't there and it's a constant battle with political parties. The Board and Commission and tribe are caught in the middle of a political debate. The Chief, Province and Federal Government are all looking at where they fit in and who do they follow. The Chief and Council have reviewed the agreement and come forward with changes, but that is an area not recognized.

Commission members have been replaced for not doing what the Chief wants them to do. The power is unbalanced in different communities. Some communities have come up with budget formulae that help protect six First Nations groups to be represented in Manitoba. The Chair of Council is responsible for signing the Agreement. The Chief and Council are able to attend and to have their voices heard, but there is a power struggle over who is in charge.

They have an Aboriginal Oversight Committee in Manitoba which eliminates this power struggle. These are some steps to take to move forward together. There is always political interference with the police and the Council. The Council is the decision-maker in some communities, which isn't a popular choice within the communities sometimes. Also, there is a power struggle between men and women too. However, it's ultimately about building relationships, understanding, transparency and moving forward and building a better future together.

Strategic Planning Priorities: What are the problems and how can we move forward. There are four Commissions in Alberta and they communicate together and hold three or four meetings to discuss best practices and how to work together in unity. There should be a First Nations Police Governance Association right across the country. If you don't have a good relationship with the Chief and Council you won't have any good relationships. They are the ones who make all the decisions.

Salaries: How do we set fair salaries? We are currently following what other services are offering because they are so new. The groundwork was there for us to use for some things, but a lot of what people are able to do is based on funding. Unfortunately, they get paid what the government thinks is enough.

First Nation communities have members who live and work in the urban cities and they have a lot of awareness and education. However, we also need to extend the cultural aspects to the urban cities where some members live. In

the smaller communities, everyone knows everyone and we forget that we have members of communities in urban cities. There are trust issues when people move away from reserves and into urban cities. An example is a case in Calgary with grandparents versus a First Nations boy who was murdered. Racism was suspected from the police but

the case wasn't deemed important enough to be followed up quickly. The smaller communities can detect when crime happens a lot quicker, however urban police services need to understand the culture and needs of their areas as well.

LUNCH SESSION –“ARE WE THERE YET? REFLECTION ON 25 YEARS OF POLICE GOVERNANCE”

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

Opening Remarks

John Dewar, Chair of the Commissionaires' National Business Management Committee

The Core of Commissionaires was formed in 1925 to create employment for veterans of the RCMP, paramedics, etc. We are taking a too narrow view of the high cost of police services. Instead, it should be analyzed as a whole. The spending on police services has been increasing for years, as has the cost of crime. The Canadian Federation of Municipalities is looking at ways to correct this. The increased costs are not just due to increased salaries it's more of the need for more police officers. The increased volume of work means that more people are required to carry it out. At the moment this falls back to the police to carry out because there is no one else to do the work. They want to fix this without compromising public safety.

Approximately 24% of police activity is focused on criminal activity and the rest is on non-criminal activity, which is the non-core police work. Commissionaires believe that there are more cost effective ways to deal with the non-core work. While Commissionaires charge \$20 - \$25 an hour, they do not incur benefits or other long term charges. As municipalities' police forces, they believe that it is important to look at options to decrease policing costs. These include cadet programs, the civil service and private contracts. It is important to break it down and to look at all aspects of this problem in order to find cost savings. I will share details of my research with any interested municipality.

Safety always trumps cost and municipalities have been unenthusiastic about replacing police services with private security. However, the level of acceptance went up once

they started using commissionaires. The more they became familiar with commissionaires and their work and level of expertise, the more accepting they were. I would urge everyone to look closely at the Commissionaires Program and assess how you could address each area of your non-core police work. It is a win for police to free up members, and win for commissionaires to give them experience in meaningful employment.

Introduction of Speaker:

Andrew Graham, Professor, School of Policy Studies, Queen's University has been researching police board governance for the last fourteen years and has carried out extensive work with the Canadian Justice System.

Good afternoon. I always feel I am among friends when I attend a CAPG event. We began an association many years ago when the Canadian Police College launched its police governance workshops in Ottawa. I had the pleasure of designing those first workshops and then teaching them. Very soon, Jennifer Malloy connected and we began a fairly consistent interaction. I had the honour to work with both police services and a select group of boards and commissions on a bilateral basis.

However, my association with police governance, and all the nuance that is built into it, occurred much earlier, when I was Deputy Commissioner of Corrections, responsible for the Ontario Region. Of course, this included Toronto, at that time a very challenging area for Corrections Canada, what with a series of parolees misadventures and the crying need for more halfway house space and for us to work more closely with the Toronto Police Service, a relationship that sadly deteriorated. That put me in Toronto a lot, meeting police and other groups. I well remember one event, the nature of which has since evaporated from memory, but one that placed me on a dais wedged between then Chief McCormick, with whom

I had just met and been regaled with his not so cordial views and the Chair of the Police Services Board, Susan Eng. On my other side was who else – Ms. Eng, with whom I subsequently met and got the other version of what was clearly a strained relationship. A rose between two thorns? The ham in the sandwich? I am unsure of either of those descriptions. It was more like I could just feel the vibrations and they did not feel to pleasant.

But I took one lesson from that, one that has been confirmed in the corporate and public sector governance research I have done: oversight has to be tough and demanding. However, it does not have to be personal. Further, for the organization being overseen, questioning the legitimacy of that very oversight or treating it as an annoyance does not work either.

In none of this do I claim to be an expert. I came to believe in the power of good governance and see many manifestations of it. I also came to believe that civilian oversight of policing is a unique thing, a special thing, that does great good for our society but that is also troubled by a lack of understanding of roles, a lack of clarity on the part of police about what it is to be governed and a very poor understanding in the public of the role of police oversight.

I also do not qualify as an advocate or champion of one particular viewpoint. I believe that, with notable and few exceptions, we have excellent police services in Canada. This is across the country. Even in the First Nations, we see examples of First Nation governments and people, facing unbelievable social, economic and stunningly obdurate bureaucratic odds, successfully putting in place First Nation led and culturally attuned police services. Our police services are evolving and adapting in a society that is changing in many ways. Working with you and with police executives over the past 12 years directly and, of course, throughout much of my government experience in criminal justice, I am impressed by how much has developed, improved and become more sophisticated in the police world. I fear, looking forward, that the pace is too slow for what lies ahead.

You have come a long way and should be proud, but the times are changing and the challenges are too. I think that your focus has to up the game of oversight to address the need for change.

Let's just start with a tiny retrospect. In doing so I do want to repeat what you know. What I want to touch on are

certain elements that support by proposition to you today: you have come a long way, but the journey is never over. It is about to change dramatically and you need to think clearly about that. Just remember, anything I say here I say as a friend, not as a critic, not as an ideologue and certainly not as someone who has some kind of grudge to bear or right to wrong.



The Agenda up to Now

I would suggest that in the past 25 years, individual boards and now your national organization as well as the provincial groups have been addressing, with varying degrees of success the following issues:

- **Legitimacy and Understanding:** The very creation of police oversight by provinces was an act of public policy whose origins are unclear. Further, this did not arise from a public outcry or a specific incident, although they probably precipitated some of the thinking. The case for this public policy is a good one. Having it understood by the players has been a challenge. Respecting the nature of that relationship is also a real challenge. You have individually and collectively been engaged in establishing your legitimacy with your police service, with your municipal councils and with the public. In many cases you have very well at this. In other cases, there are challenges. I am not here to assess your performance, but to suggest that a simple study of this would show that good practice has been established and we – you – need to learn from this. Like so much else I will mention this is continuing. Just with the past six months, I had a conversation with a board member

who was also a municipal councillor who clearly did not understand the legal basis of her role on the board, even with 2 years of membership behind her.

- **Policy and Guidance:** It is not hard to find good policy frameworks in place across the country. This has been a task for many, one that tread carefully around the extent of policy direction that a board can give. Well done and of great use to other boards. However, and this speaks to the next 25 years, too many of those policies lack accountability and performance metrics. Too many of those policies simply require of the Chief an attestation that he or she had done it, not how and with what concrete proof. Therefore, having policy is wonderful. They are but a Potemkin village without clear accountability, measurement and reporting back.
- **Assessing the Chief:** Many Boards have developed excellent means to undertake Chief assessments. Once again, this is a challenge for any oversight body. I have only been able to look at some and have not actually seen any real assessments, so what follows is a bit general. Having such assessments, using them strategically is the next challenge. As I will note looking forward, I believe these instruments have to be closely tied to your strategic plans and policies, as well as the performance expectations you have of the Chief. As much work as these are, I personally oppose a trend in managerial thinking that say such assessments are not worthwhile, but only paper exercises that take up a lot of time. If they are treated with such contempt, that speaks to a poor use of a powerful tool, especially when legal formal oversight is involved.
- **Supporting the Core Independence of Policing:** Boards have been called on in Canada in many instances to insulate the police service from various forms of interference. That is a legitimate role, rife with all kinds of risk and conflict. In spite of a continued media failure to appreciate the nature of police oversight, versus police complaints or investigations, you have done a great job.

The Times are Changing

Looking back these 25 years, you have indeed come a long way. There should be considerable pride in what has been accomplished. However, like any oversight board, you have to be concerned with the bigger picture, the next think or, as one Board Chair of a large Canadian corporation said to

me in my Conference Board research, “We as a Board have to be concerned with risks not just in the business but to the business.” Another also said, very wisely, “The greatest danger to a Board is when it falls in love with its own business plan.” I would suggest that it is even in greater danger, as some police boards are today, when it falls in love uncritically with the CEO’s business plan.

I do not need to tell you that change is afoot. But let’s just parse that out a bit. Yes, there is tremendous budget pressure. But as many in government will tell you, and as Alok’s excellent paper of several years ago stated so well, the budget pressures reflect a more significant question: are you getting the bang for the buck? I would suggest to you that there is a growing consensus that action is needed on budget control, better costing of services and a continual search for news ways of doing things. It behoves the board or commission to see this as a strategic challenge.

Another major development is the growth of big data accompanied by the exponential growth in business analytics. We see real leadership in the police community on this. Look to the case study we published at IPAC on the Edmonton Police Service experience. We know more. We link it more and we understand trends better. But, from a Board perspective, this represents a major shift. Why? First, is big data operational or policy? I feel uncomfortable even using these terms in that context. My point is that the growing analytical capacity of police services make them more knowable not only in a performance sense but also in a business process sense. And, not insignificantly, the growth in big data provides greater linkages to other parts of the community service systems, leading to greater integration and dependency.

Finally, without being too obvious, I would suggest that police services are going to be faced with more major incidents, either planned or unplanned, that require a concern for organizational resilience, cost and accountability. This is not just a Toronto problem. The ability of police services to respond to incidents but also retain their accountability, most notably to the oversight bodies that direct them, takes us back to the very reason boards and commission were created in the first place.

So, what to do about these challenges? First, let me say, I know perfectly well that I will not win an award for originality here. You are well seized of these issues. I cannot offer a full program nor would even pretend that I see one fully formed. I would like to speak to three issues:

- The continued discussion of operations versus policy,
- The business model and need for fundamental rethinking of police delivery, and
- You and your Chief.

Operations versus Policy

The silliness over operations and policy has to stop. Morden did not settle this, but it surely exposed the falseness of the iron curtain that some would like to see. This is an excuse for poor accountability.

In 2007, Christopher Murphy and Paul McKenna wrote: “Governance, as accountability, will always be limited in its precise scope. This is, in part, to acknowledge, sustain, and circumscribe the notion of police operational independence. This notion relates to the longstanding view that senior police executives (e.g., chiefs of police) should not be unduly constrained in making autonomous decisions about specific operational and tactical deployment, as well as, the day-to-day administration and management of police department resources. Therefore, while a civilian governing authority (e.g., a police services board, police commission, or committee of council) may have a robust and comprehensive role in terms of the strategic direction of a police service, including the recruitment and retention of a police chief (and other senior executive officers), the overall priorities pursued by the organization and budget approval, there is a variable understanding that operational matters remain the exclusive decision-making domain of the police themselves. There remains a complex and controversial tension between what precisely is included under the ambit of strategic direction and where operational decisions step into the realm of legitimate accountability.” That is true as far as it goes. However, what I have observed in Canadian police governance would suggest that the question of this dichotomy has taken some very unhelpful twists and turns, most of which have created a timidity on the part of some Boards or Commissions to engage in meaningful dialogues with the Chief or serve their need for adequate information to judge even whether they should be involved.

Some of the trends that I have observed are:

- Chiefs who use the operational line in the sand to not share information or seek Board guidance, basing the claim on their views, with no real evidence to support it and daring the Board to push the matter.

- A general acceptance, such as we see in the quotation that I just cited, to suggest that there is a clear distinction between policy and operations that judgement can readily be drawn. In truth – and I have been involved in one considerable amount of policy-making and policy operationalizing – these lines blur. It continues to strike me that Board have a fundamental duty to understand the operational implications of the policy they make and, even more importantly, the policy implications of the operational decisions that get made. Just as Chiefs need to resist legitimate incursions into their need to exercise operational control - and the Board should insist that they do- so too the Board cannot exercise its legislated mandate to oversee policing in a community bereft of the information and control it needs to exercise. I see this particularly when major new technologies are introduced or major foreseen events are planned.
- I see Boards tackling these issues on a continuous basis. What worries me is that they are looking for a definitive answer. There is none. This so-called divide is changeable. What is strategic one day is operational another and visa versa.

You have come a long way on this one, but still, as is evidenced almost too frequently event today, have a long way to go. Boards are facing pressures and end-runs from politicians to cut costs, fix things and carry out their own priorities. There remains much mischief afoot on this issue.

Business Model

The very business model of policing is collapsing on its own weight. So is a lot of the rest of public service too. But any board or chief who think they can have straight line exponential growth have to smarten up. Look at health care not just for the crisis that cost explosions create but more recently to the heroic and increasingly successful efforts to contain costs through process re-engineering, system reform and breaking down traditional barriers such as the unsustainable role of the doctor as the centre of all things medical. Does this sound like a uniformed sworn officer.

I would suggest that Boards need to demand reviews, information and processes that lead to real change. I would suggest that we have models, such as health care and a full range in the private sector, pointing to useful (as long as you contain them) process such as LEAN, that, applied to policing, can point to different ways to do things. What concerns me is that Boards not only have to demand them of the Chief but also realize that, should they not get what

they feel they need, they have to consider whether they have the right Chief. Is there a link to the performance review? Is there a link to the Chief's pay? Who, in these processes, is the client? While any fundamental change process must be fully internalized in any organization, it may take some real effort to ensure that you have the right leadership to do it. That also means that you have to lead.

Do You Have the Chief You Need?

One thing has been most heartening from the front of the classroom is observing the rapid change in the executive police cadre. This has been more than a generational shift. What I have observed are a number of positive trends that make me hopeful for the future that is full of challenge for police executives:

- The education level is definitely on the rise, with many police officers of senior ranks seeking out professional degrees to broaden their perspective.
- In the class, I have witnessed a growing awareness of what one might call the bigger picture, be that the social nature of policing, the economic implications of policing or the need to better collaborate and interact with the community.
- We are seeing more women in command roles. It is still not enough and it has to continue but there is movement.
- I am going to tip my hat to the Police Commissions and Board that have taken their key decision-making role in choosing the Chief very seriously. We have many examples that are heartening. Keep it up. A

concern I that have, however, is that I have also seen some Boards forget that the Chief is their employee once he or she gets the job. The Chief's role in our communities is a big one. Often the personality is a big one. Nonetheless, the Chief remains nothing more than a senior public servant with very clear lines of accountability to the Board.

If I would advise one thing it is that each Board here begin to think about its chief and ask two questions:

- Is this Chief ready to take the direction the Board has to give, based on whatever information – operational or policy – it needs?
- Is this Chief ready to take on the traditional policing business model, create new ways of thinking and actually implement them?

If the answer is no, then you need a new Chief. You also need to carefully think of your next chief. If you simply see internal succession as the answer without actually assessing whether the next chief can positively respond to the two questions, you are letting your current chief name his successor. You need to think seriously about alternatives, about change and about attitude.

You are in the process across this country of a change in police leadership. You really have to concern yourself that, with the fundamental shifts in the business that are afoot, that you not simply carry on as usual. For, the reality is that the usual is increasingly unusual. I wish well in all this. Governance is tough work. We are well positioned for the challenges, but it is still tough work.

CONCURRENT WORKSHOPS

Workshop 1: Nova Scotia Serious Incident Response Team (SiRT)

Ronald J. MacDonald, Q.C., Director, SiRT, NS

Ron MacDonald QC, is the first Director of Nova Scotia's Serious Incident Response Team (SiRT). This team independently investigates all serious incidents arising from the actions of police in Nova Scotia, whether or not there is an allegation of wrongdoing. Ron will review the mandate and makeup of SiRT, as well as the front line investigative steps SiRT employs to both thoroughly investigate a matter and to ensure the public can be convinced of its impartiality when complete. Discussion points will include a comparison between jurisdictions with

and without teams like SiRT, focusing on the differences between "police investigating police" and investigations by an independent team.

Sir Robert Peel said: 'Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full time attention to duties which are incumbent on every citizen in the interests of community welfare and existence'. This emphasizes that the police are no different from the public and many crimes are solved by good police work and public cooperation.



The SiRT Mission Statement is to ensure that Nova Scotians have the utmost trust and confidence in the investigation of serious incidents involving police. It is not just an oversight agency, but an independent investigative agency that oversees the police. We want to make sure that the public sees our results and has confidence in them and to ensure that when a police officer is found not guilty of a crime, that we have public confidence in that decision. Statistically, this is the vast majority of situations. If that doesn't happen then the public loses confidence and feels that the police are sticking up for each other.

A number of front-line police were skeptical of SiRT at first, but gradually came to understand its value and benefit. SiRT has a Civilian Director, who is responsible for the general direction of investigations and has sole authority to lay charges in incidents investigated by SiRT. The Director is independent of both the police and government. There are also two team commanders and seconded investigators, both full-time and short-term and the administrative staff, six people in total. We are independent of government so we make our own decisions. We investigated twenty-two cases in our first year, twenty-six last year and over thirty this year and we investigate all domestic violence cases.

Our mandate is to investigate all serious incidents that may have been caused by the actions of a police officer and to determine if criminal charges should result from the incident. We do not deal with discipline matters. If a matter meets the definition, we do not require an allegation of wrongdoing to commence an investigation. A serious incident means a death, serious injury, sexual assault, domestic violence or matter of significant public interest. These could include serious frauds, allegations of obstruction of justice or perjury, overtures of racial or other forms of discrimination involved in an incident, etc., so the definition of a serious incident is quite flexible. Matters are referred to us by Chiefs of Police and the Minister of Justice. The Director can also assume an

investigation not otherwise referred, including referrals from the public. Referrals all go to the director as only he can determine whether an investigation needs to take place. Neither police chiefs nor the Justice Minister can make the decision as to whether an investigation takes place; they can only make referrals, which prevent blame being placed on them.

Last year, in addition to twenty-five full investigations, we probably received another thirty-five calls. There are two team models in Canada, SIU (Special Investigative Unit) and IIO (Independent Investigative Unit) which maintain self-contained independence. We have seconded resources in Alberta (ASiRT) and here and I can grow my investigative size if I need to by calling a Police Chief and asking him to lend some people. The people seconded are usually traffic analysts, technical crime staff or forensic teams FIS teams (Forensic Identification Services). Often we use home agencies' resources and then they will be under our control or another agency which will also be under our control. So although we are a small team, we can grow to meet the need.

There have been three major changes with SiRT and we now have an independent unit and public reporting of incidents. Our independence comes from having a civilian Director not someone from the police or government. People appreciate the fact that they can tell their story to an independent party as well as the police. We still have to caution them and read them their rights. We also frequently have to disclose our files and share all information as requested and have to give a complete copy of our file to the Home Agency at end of a case. We try to complete the files as quickly as possible, but don't try and complete them by the time the trial starts as we need to do it properly.

The Statute requires that we produce public reports and our goal is to ensure practical transparency and allow the public to understand the background to our decisions. The reports also show how the Law and facts interact

and we have stories posted on our website of some of the incidents we have investigated, which are from 2 to 4 pages in length. If you don't give people information they don't trust you, people want to know for themselves. We don't use people's names in our reports so it doesn't present much of an issue. All investigations are criminal investigations and the goal of sharing the reports is to help people understand why a decision was made.

When SiRT receives a call the Director first determines if the incident meets the SiRT mandate. If it does, then the team responds and attends the scene if appropriate, although most of our calls don't involve crime scenes. The Director is the only one who talks to the media. Then the team investigates in a thorough and balanced investigative process. We look at community liaison if necessary and have the power under the Statute to appoint liaison in an African-American, MicMaw or other minority community where we may not understand the background of the person involved in the incident. This helps us to carry out a thorough investigation. The goal of the liaison person is not to take sides but to give us information.

During an investigation, the lead investigator regularly briefs the Director and upon completion of the investigation, the primary investigator submits an investigative report to the Director. The Director then determines whether a charge should be laid in relation to the actions of the police who were the subject of the investigation. At the conclusion of the investigation the Director files a public report summarizing the reasons behind his decision. Attention is also paid to the need for the affected person or next of kin to have a full understanding of the investigative results. This is accomplished through direct personal contact by the lead investigator and the Director. Similar contact is made with the police officer(s) who is (are) the subject of the investigation.

The goal of a SiRT investigation is not to find evidence sufficient to prove the commission of an offence but is to find all the evidence, to satisfy the public's interest in the incident and then determine the result. The benefits are that the public does not see police investigating police, but they see a non-police Director leading the investigation, speaking to the media and making the decisions. The public sees the result and the reasons for the results and so police are 'cleared' with much less scepticism. If you consider some of the headlines in newspapers and how the public might react without an independent

investigation, you can see how they could look at things differently if it is the police investigating the police. Just the idea of an independent agency can help people be more accepting of case outcomes. Police agencies are very happy to have SiRT take over domestic violence allegations against officers.

Can police still investigate police charged with criminal allegations? We have retired police officers working for SiRT who are doing the investigations and so they understand the system, but because the lead guy (Director) is not police, then we are perceived as being unbiased. We don't deal with all cases, only sexual assault allegation against a police officer and all domestic violence cases.

Over half of all SiRT cases have involved affected persons who were acutely mentally ill when dealt with by police. Injuries range from broken bones, to gunshot wounds to death. In a paper delivered by Inspector Chris Butler of the Calgary Police Service at the 2009 CACOLE Conference, he states: 'The unfortunate reality is that an ever-increasing number of citizens that police officers are brought into contact with are under the influence of central nervous system drugs or are experiencing an emotional disorder, which oftentimes precludes the possibility of a peaceable outcome. The concept of utilizing 'persuasion, advice and warning' as a deterrence can only be attained when the subject who's behaviour the officer is attempting to influence is capable of rationalizing and understanding the consequences of their actions.'

The Toronto Police Review suggests eighty-four recommendations. The questions to be asked are what can police do differently? What other bodies need to play a role? Should police be involved at all with non-violent situations? Maybe there should be teams other than police who can respond. As a Police Board when issues and policies come up around these issues then it is good to discuss and think about what would best be done. The inherent dilemma of police pursuits is the need to catch the 'bad guy', combined with the danger to innocent parties. Also, attempts to catch the 'bad guy' can make a situation more dangerous.

Police custody has many under the influence of drugs or alcohol or suffering from injury; many of those in custody under the influence are not charged with a criminal offence; those who die in custody come from this at risk category.

Workshop 2: Managing the Mental Health in the Community

Presenter: Michael Halinski

Facilitator: Cathryn Palmer, CAPG President

Police services are wrestling with the need to better manage calls involving persons with mental illness (PMI). Mr. Michael Halinski, a PhD student from Carleton University was enlisted to work with the police service, healthcare and community agencies in evaluating the current processes to determine where changes could be made to the betterment of all involved parties. This workshop will bring a change management perspective to this challenging issue and will ultimately add to the work being undertaken by other research and projects in this area.

Michael Halinski: This workshop is about leading the change through a 'business' lens: managing the mental health challenge. Police organizations are facing increasing costs associated with an escalating number of calls to respond to persons with mental illness (PMI). The processes currently in place to manage mental health in the community contribute significantly to the costs associated with law enforcement involvement in PMIs. The existing process is driven by the Mental Health Act and requires a collaborative effort from police and healthcare services.

Change Management: Change is hard; 75% of change initiatives fail. You have to change or die and in the private sector if an organization doesn't change it will go under. If the police don't change there will also be a lot of negative results. In order to change you need to ensure employees are ready for change, execute the intended change and then ensure that the change becomes permanent. A sense of urgency only seems to be present within the police force. But as well as the police part, there are the mental health and emergency department parts. Hospital management were not aware of the clause contained in the Mental Health Act that stated there was an obligation for hospitals to allow mentally ill persons to remain there.

Kick-Off Meeting - Project Timeline: The kick-off Meeting brought everyone together and was where we figured out what the approach should be, who should be involved and the main objective. It was interesting to see the level of hierarchy in the groups involved in the main objective, from the CEO downwards, who have significant power in the community to make changes.

- Decrease number of PMIs going to hospital

- Decrease number of PMIs brought to hospital and not admitted
- Decrease waiting time for those PMIs who need to be admitted

Kick-Off Meeting Interviews: We were asking people to translate on a continuing basis. There was a significant challenge working with people on a different level.

Data Collection: Data was collected from ride-alongs, Emergency Department shadowing, focus groups, archival data, interviews, publications and conferences

Initial Findings: For the average person going to hospital, they go to general triage, general waiting area, and then emergency department. When the Police accompany a person with mental health issues they go to police triage, general triage, and then emergency department (sometimes in a separate waiting area). In the past they went back and forth between general emergency and psychiatric emergency. The doctors were working in tandem with other departments and the initial findings noted that the ER nurses found it worked better before the change. Mental health patients don't get ill just between 9-5 Monday to Friday and so we need to find a way to have police and ER workers coordinating their schedules. Looking at police apprehensions we found over a six-month period that police were only bringing in mentally ill people half of the time. Initial findings showed that:

- Hospital didn't have data on police – weren't recording any police officer entering hospital
- Hospital reports wait times to Province based on 90% of physician's initial assessment
- 90% of patient wait times for PMIs not brought by police – 4.5 hours
- 90% of patient wait times for PMIs brought by police – 14 hours, over three times longer!

To summarize our initial findings, there were several contributing factors to the wait times. One was that there were multiple ethnic groups in the patient group, and so language barriers were an issue. The second factor was the weak relationship between police and hospital staff and the third factor was that there was no mechanism for feedback from either group.

The agreed changes included the implementation of initiatives to target the transfer points. These included general relationship building by meeting on a bi-monthly

basis and sharing of data. Community to police: the police market Coast (a non-profit society that provides services to assist people recovering from a serious mental illness) and add their number to the back of their business cards. Initiate on-line police training and more in-person police training. Police to the emergency department: mandatory completion of EDP forms with a supervisor's signature, formulation of an Escalation/Intervention Policy and earlier transfer of PMI. Emergency Department to MHESU (mental health emergency unit) – an Escalation/Intervention Policy and MHESU to the community – an outpatient case worker.

The police drove the decision-making process from the beginning and the hospital identified how wait times impacted them. They then began actively suggesting what improvements could be made. Multiple organization decision-making takes a long time and the role of the

facilitator was to keep the project on task and taking a single focus. It is interesting to know that hospitals believe that other police services are using hospitals more often now.

Results: EDP forms were completed and police wait times were cut by almost half or more. The police and hospitals are strengthening relationships and providing feedback to each other. The Steering Committee is a mechanism for future change initiatives between police and hospital. Lessons Learned include the expectation that the police service will drive the change process. Consideration should be given to which partners should be included and time should be taken to build relationships with partners. A third party facilitator should be used to identify how the hospital is financially impacted.

The main objective of this program is to help the communities.

Workshop 3: A Nice Neat Little Package Called High Risk for Lethality

Verona Singer, Coordinator Halifax Regional Police Victim Services

Facilitator: Laurie Williamson, CAPG Director, Ontario

The High Risk Case Coordination Protocol is a coordinated community response in Nova Scotia that addresses domestic violence cases where there is a risk of serious violence. The protocol mandates criminal justice and community agencies, such as police, Crown, corrections, child welfare, women's shelters and men's intervention programs, to coordinate their responses and share information on domestic violence cases where there is a substantial risk of potential homicide of either partner. Services providers came together in communities across the province to develop processes and procedures to coordinate these high risk cases and provide support to the victim. Verona Singer's research examines the high risk case coordination protocol to determine what is working well, some of the dilemmas and challenges found in the program, and how service providers can respond to those challenges.

Verona Singer: I am going to talk about a high risk project here in Nova Scotia. A Province-wide collaborative process has been set up here that looks at the risk involved in domestic violence. Specifically, if individuals are at risk of being killed by a partner. I was the manager of the unit for a number of years, but left to return to school and enroll in

a PhD program to study this problem.

In 1996, a framework for action to address domestic violence was created in Nova Scotia to look at ways of dealing with this type of violence, which was also prevalent across the country. So the police trained 3600 people in a pro-arrest, pro-violence, pro-prosecution approach to domestic violence. They were excited about the new approach; however in 2000 they had a murder suicide (Bruce George, Laurie Maxwell) and could not believe this had taken place where they had the new framework in place. The framework was sound; however they weren't sharing information with the people in the community.

This program is a province-wide initiative and so it differentiates from similar programs in other places across the country. We use a risk assessment tool, (ODARA - Ontario Domestic Assault Risk Assessment) and it is used use it province wide. We also use the Campbell Danger Assessment Instrument, which was developed in 1985 to increase battered women's ability to take care of themselves. So when police attend a domestic violence incident they must use ODARA to gauge if it is a high-risk situation. Based on thirteen questions, if seven are 'yes', then it is filed as high risk. It is then managed and coordinated by service providers in partnership around the safety of the victim. These service providers include the police, victim services, child welfare and women's services, and the information is also shared with boards all over the province.

Some of the concerns raised with the actions taken by the police around domestic violence included charging the victims, under pro charge (a presumption that police will charge an offender in cases where there is evidence that domestic violence has occurred) and pro arrest (if there is sufficient evidence at a domestic violence incident, there is a presumption that police arrest the perpetrator). Evidence might be victim injuries or property damage. It has also been found that when the abused is arrested, they often don't want the abuser to be arrested. We wanted to find out whether the program was helpful or harmful. My research involved interviews in 2009/2010 with twenty-nine abused women in the high risk protocol, as well as focus groups with service providers implementing the protocol, including police, victim services, transition houses, men's intervention programs, corrections and child welfare. The data collected through this research illuminated three broad themes regarding societal responses to woman abuse: the need to rethink the approach to the abuser, the need to rethink the approach to the victim, and the need to avoid one-size-fits-all solutions. The research also highlighted tensions and contradictions and the need to look at those challenges and develop strategies to respond to them. We wanted to impact policy and would use the results of the study to make changes.

There are statements included in our research that we believe formed our view about domestic violence. The statements are what we would consider to be domestic violence; however there are other ways of describing domestic violence. The way this research was carried out doesn't allow for other points of view, which has caused tension and problems for victims and offenders because we have created a one-sided view. When you have a dominant belief system, they are either one way or the other. They can't be both. These tensions cause conflict and ineffective communication. It doesn't help us to develop programs and policies and also doesn't help the victim or abuser. It should not be either/or, it's both. When we compete with one another in our interests we fail and this is how we worked for a long time. We have grown to know that this is not the appropriate way. We need to be able to put the tensions on the table and talk about them. So we went for a conceptual idea, to what is happening in a high-risk program.

What is working well: it is empowering to victims that the service providers are finally 'getting it' and understanding. There is much better communication between service providers, women's shelters and men's programs – government and the community working together. This

doesn't happen anywhere else in the country! Use a case management approach, which is also unique, where the victim is present when they talk about their case. We also use risk assessments and have ongoing educator training.

Some of the challenges have included an over-emphasis on safety planning. Abuser rehabilitation is poor because they spend too much time on the victim, which can make the victim hyper-vigilant or even ambivalent. This is because the risk management of the abuser is weak and we have not made the offender accountable for the violence he is committing. Victims did not understand how the services could help them – services were managing the cases, but they weren't truly providing important services. There are also the victim stereotypes, for example they have to be nice and cooperative, which leads to them not receiving the appropriate help. Part of this is around gender essentialism. When we polarize people into gender extremes we respond to them in that way instead of understanding that we are complex. When a victim does not act as though they are grateful for what we have done for them, perhaps it's not them not being grateful but it's us not doing our job.

There were issues with the police. 'No contact' orders were not being charged - some officers fight about this but don't follow through. There were also compliments about the police with people stating that they didn't know that they could be helpful. Issues with child welfare are prevalent and dangerous assumptions are made by Child Welfare workers. Such as leaving is the mother's responsibility; the mother is responsible to the child, even if she tries to prevent it, etc. There is an automatic call to Child Welfare if the case is considered high risk.

How do we respond? We need to rethink our approach to the abuser and we now try to engage a lot more men and boys in programs. We talk more with victims and abusers about what's working. We need to notify the abuser that they are high risk. We need to tell both parties that they are high risk. And we need to improve Child Welfare's practice for accountability.

So to rethink our approach to abused women, we need to give women choices and the ability to make decisions. We need a complaint process where victims can say what's not working. When do we consider a case to no longer be high risk? We constantly need to be assessing risk between a couple because relationships are not static. Our levels may decrease. As agencies we need to figure out what that is and come to an agreement on it. Recognize that it is never static.

We also need to avoid the 'one size fits all' assumptions. We need to have different responses for different levels of violence and we need alternatives to the justice system. What we need are quality assurance checks to make sure that the ODARA is being completed correctly because we can get false negatives and false positives. The ODARA is a factual sheet that officers complete and they need to do some research into the person's past and observe the scene. We need to expand the roll of the Domestic Violence Case Coordinator.

Q: How much extra work is this for the officer?

A: It doesn't just have to be the officer to complete the sheet, another person can look at the file to ensure that it is being done correctly. We also need ongoing training and a yearly evaluation report.

Q: Alcohol plays a big factor and often when officers arrive and the person is drunk, it is hard to deal with this situation.

A: Alcohol is not the sole cause of domestic violence but is a huge factor. A large percentage of domestic violence offender's abuse alcohol or drugs. We can't just throw them in jail we need to deal with the other issues as well. Alcohol and drugs are on the ODARA. If you Google ODARA you will find the assessment tool and see the thirteen factors.

Q: Are there any programs that the abusers can be identified to participate in e.g., Court mandated programs?

A: There aren't any yet, however they are having conversations around what this would look like. What services would be involved and how we could do that.

We are looking into restorative processes as opposed to the criminal justice system. We do use a lot of restorative processes in this area as we do in other areas.

Q: British Columbia uses a nineteen-point scale to assess high risk. It seems that each province is reinventing the wheel.

A: We are trying to share information through universities.

Q: We have domestic violence workers in the police department, as well as volunteers. How do you designate a group who will always ensure that there is someone there to offer these services? Is that part of this overall training?

A: I don't think so. No one service can be responsible for domestic violence. It is better to work more cooperatively together so that we can respond more holistically to these calls.

Q: How do you prevent some of the victims and abusers from falling through the cracks?

A: There is really no quick answer to that; it is a complex question with a complex response.

Q: How does it work for different population demographics, e.g. aboriginal people, immigrants, etc?

A: It is about being more reflexive and responsive to the differences. At the moment it's a 'one size fits all' response, but we want to try to avoid that.

We are doing strength based work to allow people to have choices to change their own lives instead of us doing it for them. Domestic violence is there and it is one of the most rapid and ongoing issues.

Workshop 4: Process Is Your Friend – Practical Advice on Making Your Board Successful

Presenters: Sharon Baiden, CAO, Greater Sudbury Police Service; Joanne Campbell, Executive Director, Toronto Police Services Board & Ellen Wright, Executive Director, Calgary Police Commission

Facilitator: Karla Rockwell, CAPG Director, British Columbia

Police Boards have significant responsibilities as the governing body for municipal police services. In doing so, they must discharge their responsibilities in a professional and accountable manner, often under the bright light of

the media and intense scrutiny. The workshop will focus on the practical tools police boards can rely on for maximum performance and effectiveness. This session will be led by Ms. Sharon Baiden, Chief Administrative Officer, Greater Sudbury Police Service; Ms. Joanne Campbell, Executive Director for the Toronto Police Services Board; and Ms. Ellen Wright, Executive Director, Calgary Police Commission who combined have over four decades of experience supporting police boards.

Joanne Campbell: Our workshop focus is on Board development and policy development. Most of

this session will be carried out by working in groups. We want you to talk about policies that you are proud of, but also present policy challenges and give time to talk them through. We will share at the end. This session is to give you tools and help you set foundations. So the discussion agenda will be:

- Policy Development Process
- Group Activity
- Interactive discussion
- Policy Development Process

What is policy? It's a declaration that defines your Board's intents, goals and priorities. The principles that guide the actions. It outlines the rules and regulations and provides guidance for routine, unique and controversial decisions. There are two streams that lead to policy development:

1. The subject matter arises from a Statute or Provincial Directive – policy development takes place after direction from the Chief, Ministry directives or Statutes.
2. The subject matter is not of a statutory or legislative requirement but is locally defined or identified. Policy development takes place through business planning or local issues.

You also have policies that govern your Board and these streams don't speak to that.

The general steps to policy development are to:

1. Identify the issue
2. Determine solutions
3. Consult and develop
4. Implement and communicate
5. Monitor and Evaluate

This is at a high level, but we all intuitively follow the steps. We want to have you work through some problems and issues. You may already have policies in place that address these issues. Speak from experience while keeping the five steps in mind. We will form breakout groups with people from other boards and you will be given handouts to assist in discussions. You will also need to identify one person to report the discussion.

Sharon Baiden: We are going to take everyone through the flow of policy from when you get the news to when you join the service board. What happens next? There used to be no orientation and often boards don't

have a lot of say in who gets appointed. The first group activity is around Board Commission orientation. I want each group to focus on your tenure, Board member recruitment and job descriptions. What kind of orientation do you provide and what Board member development sessions do you have in place? What is going well, and what needs to be improved?

Board Orientation

Table 1: We held a discussion around getting the right team. The B.C. Government appoints people to the Board and in other areas the Board appoints its own members. Some areas create job descriptions for Board members. There are differences everywhere and it is important to appoint new members who bring fresh ideas to the Board. We talked about the importance in having a job description to provide consistency and understanding of the roll. Also to have a skills matrix for self-assessment which can be put forward to the government to help them find qualified and skilled people. Another area has a consultant involved in the appointment process where a potential candidate is interviewed by members of the Board and then the consultant brings another view to the process. Some have an Orientation Policy, where there is a full day of training and engagement. Some do a ride-along where they are really able to engage with members and the Board uses the feedback to make sure the Chief is doing a great job.

Table 2: We have a Board that is appointed by the Province which doesn't lend itself to having the right people on the Board. It also brings up the discussion of what your role is and who you are accountable to. We have some structured training with manuals provided by the Province, but conferences such as this one are the best training for Boards.

Table 3: The way people in Ontario are appointed doesn't lend to finding the right people. The Municipality will appoint three members out of seven. There's no process to find specifically skilled people. From a regional level they do have the ability to find skills, but at the municipal level you apply and are interviewed. The Executive Director organised the training and orientation sessions. There is a half-day of orientation to meet with the Chief and Board Chairs and do the 'swearing in'. Orientation sessions vary from place to place and the majority of training comes from events like this. Some training is not compulsory. We could be better at getting more diversity of skills on the Board and also have someone who represents the community. That person would be accountable directly to the citizens.

Ellen Wright: A quote from Robert Tricker, an expert in corporate governance. “Corporate governance is different from management. Management runs the enterprise and the Board or governing body ensures that it is being run well and in the right direction.” The CAPG in 2005 commissioned research in best practices for police governance. They found the role was ambiguous at best and out of this research came recommendations. There is a high potential for conflict in policing boards and this is relevant to police boards because of parallel accountabilities. How do we find role clarity? We need trust and role clarity when looking at effective board governance.

Our next group activity is on the topic of key relationship with the chief. Can you help foster this through policy and procedures? We will go to our breakout groups for a 10-15 minute discussion.

Key Relationships with the Chief

Table 1: There was a wide range of experience at our table. All of us spend time trying to figure out what our role is, looking at governance versus operations. Our Council gets direction from the police and Town Council where as others only get it from the Municipality. The issue is of trust and role clarity. To get this right it is always nice to have a good question. You have to pay attention to the Board and what they ask for. It is important for the Board to know the cost of the questions. We need to have effective dialogue and interactions between the Commission and the service.

Table 2: Common sense is needed in understanding roles but it is also important to have mutual clarity about these roles. Boards have made it a point to be part of the interview process in choosing a new Chief. They have input into the Chief’s agreement and it is important to understand the contractual relationship. How do you ensure that there is a good reporting relationship? Most

Boards don’t have their own staff, however it is important to have someone in a support role who is directly involved in the Board’s work because it is getting more complicated.

Joanne Campbell: We have one last scenario, but before we look at that I want to introduce Lorena Perkins, who has created many different policies. These policies will be posted to the CAPG website in a few weeks and you can pick and choose from the policies that will best suit your Board. People can also contact Lorena via e-mail should they have any questions: lorena.perkins@peelpoliceboard.ca. The 2005 study should be on the CAPG website now and you can use it as a list to test your Board against.

Our last group activity is around Board or Commission member conduct. In this scenario, the Board is dealing with a controversial budget recommendation to close a station. The Board is expected to make a decision, but one Board member does not want to participate until it is brought to the Council. What should be the Board response? What policy would help the situation? You have 10 – 15 minutes for a table discussion.

Table 1: There are very diverse areas in Canada represented around our table, from Ontario, Winnipeg and The West. We found it pretty clear-cut. If this happened, the duty is to act in the best interest in the citizens. They were all clear to have the Board member not absent themselves and that a motion would be passed to address it. We would also implement a code of conduct; however we do not think that we have that code of conduct.

Lorena Perkins: There is a Statutory Code of Conduct in Ontario

Table 2: We looked at it from a different perspective. In Alberta city Councillors don’t count – the Board can operate without them. They are Councillors first and Police Board members second.





CLOSING REMARKS

Cathryn Palmer, President, CAPG

I would like to extend my thanks to all of the delegates for attending this Conference. There has been a great turnout and excellent set of discussions and speakers. Please remember to complete the survey. Our next policing summit will be held in early March in Ottawa. I would also like to thank all of our sponsors, staff and volunteers.

Derrick Fisher, Deputy Mayor of Halifax

The Mayor is away and unable to be present at this Conference and so I am here on his behalf and on behalf of my colleagues on Council. Hopefully you are feeling very loved and welcomed by the locals. Trust is the cornerstone of law enforcement and your oversight helps to provide

us with the education, information and resource sharing that assists us in carrying out our duties efficiently. We are delighted to have been your host city on your 25th anniversary and I would like to thank all speakers who have presenting here. Also, we are very pleased to hear the funding announcement made by the Minister in Dartmouth for two special police projects. I would like to express our appreciation to Cathie Barrington for giving her help wherever needed. And thanks to all of the delegates for sharing your insights and generosity and for raising over \$2000 for Stetsons and Spurs & the Halifax Regional Police Foundation. I hope and expect to see some of you back in October when we will be hosting TAGS (The Anti-graffiti program). I hope you felt welcomed in our community and would love to see you all here again.

ELI EL-CHANTIRY RECEIVES EMIL KOLB AWARD FOR EXCELLENCE IN POLICE GOVERNANCE

On 23 August 2014 Eli El-Chantiry, Ottawa City Councillor, Deputy Mayor and Chair of the Ottawa Police Services Board, was honoured as the recipient of the first ever Emil Kolb Award for Excellence in Police Governance, presented by the Canadian Association of Police Governance. This new award was created in 2013 to recognize individuals for their significant contributions, commitment and leadership towards the enhancement of civilian police governance in Canada.

The Emil Kolb Award, named in honour of the long-serving Chair of the Regional Municipality of Peel

and the Peel Regional Police Services Board, was handed out at the 25th Anniversary Conference of the Canadian Association of Police Governance (CAPG) held in Halifax from August 21-23.

"I can think of no person more deserving of this very first Emil Kolb Award than my good friend and colleague, Eli El-Chantiry," said Ottawa Mayor Jim Watson. "Deputy Mayor El-Chantiry has served many important functions as a Member of our City Council and none is more critical than his long-standing dedication to policing in our community and across the country."



Board Chair El-Chantiry said, "I am deeply honoured to receive the first-ever Emil Kolb Award from my colleagues in the police governance community, especially because of the utmost respect and admiration I have for Emil Kolb. His retirement later this year after more than 50 years of public service will be a tremendous loss to his own community in Peel Region and also to police governance in Ontario and Canada." Chair El-Chantiry added, "I am very grateful to the CAPG Award Committee for selecting me for this significant tribute and want to thank the CAPG for its work in advancing excellence in police governance."

Councillor El-Chantiry has served on the Ottawa Police Services Board from January 2003 to the present, with a six-month break in 2007. He has been the Board's Chairperson from October 2005 to December 2006, and from January 2009 to the present. He is a past member of the Board of Directors of the Ontario Association of Police Services Boards, and currently serves on the CAPG's Policing & Justice Committee. He is an outspoken advocate for change that would enhance police accountability and address fiscal challenges.

The Emil Kolb Award will be given annually by the CAPG to one current or past member of the Association who meets the following criteria:

- Works collaboratively and pro-actively to improve police governance and bring about change that will enhance public safety.
- Demonstrates collaborative leadership.
- Educates and mentors others on the principles of good governance.
- Fosters meaningful relationships with stakeholders (community, police, government).
- Demonstrates a high level of integrity and ethical standards.
- Challenges, inspires and motivates others to work together.
- Demonstrates innovation and the courage to pursue a vision for a better future.

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