

# REGIONAL MUNICIPALITY OF YORK POLICE SERVICES BOARD

Report of the Executive Director – September 24, 2008

## CANADIAN ASSOCIATION OF POLICE BOARDS CONFERENCE

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### RECOMMENDATION

1. That the Board receive this report in accordance with its Conference Attendance and Travel Expense Policy No. 04/00.

### 2008 CONFERENCE

Vice-Chairman Joe Persechini, Regional Chairman and Chief Executive Officer Bill Fisch, Board Members Joanna Yu and Barbara Bartlett and the Executive Director were among 155 delegates from across Canada who attended the 19<sup>th</sup> Annual Meeting and Conference of the Canadian Association of Police Boards (CAPB) in Toronto, August 15 - 17, 2008. The theme of the 2008 Conference was “*Civilian Governance and Social Responsibility: Safety, Community & Sustainability.*”

Delegates supported eight resolutions advanced for consideration at the Annual General Meeting, including our Board’s resolution on *Penalties for Crimes Involving Illicit Drugs # 08-05.*

In addition to attending plenary and workshop sessions, delegates had the opportunity to tour the Toronto Police Service Marine and Mounted Unit; the Communications Centre and 51 Division; the LEED Silver Training Facility due for completion in November 2008 and the Forensic Identification Services Unit; and the Emergency Task Force and Police Dog Services Unit, Canada’s largest municipal canine unit.

A few highlights are summarized in this report and formal presentations are available through the Board Office.

### ANNUAL GENERAL MEETING – August 16, 2008

#### RESOLUTIONS

Delegates endorsed the following eight resolutions. The Canadian Association of Police Boards will move these resolutions forward in its discussion with federal, provincial and territorial departments responsible for public safety and other policing partners. The CAPB continues to encourage local Boards to pursue resolutions of provincial or local concern.

#### **#08 – 05      PENALTIES FOR CRIMES INVOLVING ILLICIT DRUGS - York Regional Police Services Board**

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards urge the judiciary to consider the deleterious effects of drugs on individuals and communities in sentencing criminals who manufacture, traffic, and import and/or export illicit drugs; and that in light of these considerations the judiciary impose stiffer sentences within the current legislative framework.

**#08 – 01      CRIMES OF VIOLENCE INVOLVING KNIVES - Kingston Police Services Board**

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards urge the Minister of Justice and Attorney General of Canada and the Minister of Public Safety Canada to initiate legislative changes and government initiatives recognizing the seriousness of crimes of violence involving knives.

**#08 – 02      CANADIAN MILITARY RESERVISTS – LEAVE OF ABSENCE  
- Niagara Regional Police Services Board**

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards urge the Federal Government of Canada to provide extended health care benefit coverage to members of police services serving as reservists and assume responsibility for any costs that may be associated with military deployment operations.

**#08 – 03      REPEAT OFFENDERS - Edmonton Police Commission**

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards, in the interest of community safety, urge the Federal Government to review and implement legislative reforms and implement program changes focused on keeping frequent offenders in secure treatment or other custody until the courts have ruled on their offences.

**#08 – 04      REQUEST FOR IMMEDIATE ACTION ON LAWFUL ACCESS  
- CAPB Law Reform Committee**

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards urge the Federal Government to make it a top priority to update the legal framework for Lawful Access so that police maintain the ability to lawfully intercept communications and search and seize data in order to investigate and support prosecution of crimes, and the issue of costs for the telecommunications industry be dealt with, but that the circumstances in which police may intercept private communications and search and seize data continue to be the subject of prior court approval.

**#08 – 06      CREATION OF CONDUCTED ENERGY WEAPON (CEW) WORKING GROUP  
- Toronto Police Services Board**

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards (CAPB) establish a working group on conducted energy weapons comprised of representatives from the CAPB, the Canadian Association of Chiefs of Police, the Canadian Police Research Centre and other appropriate partners, to collect and disseminate information related to the use and effects of Conducted Energy Weapons from Canada and elsewhere, as well as to develop a national standard for the use of Conducted Energy Weapons by Canadian police services;

AND that such a governance framework include a national, consistent reporting format so that municipal police services all collect and report the same data regarding the use of Conducted Energy Weapons.

**#08 – 07 SHARING POLICING COSTS WITH THE FEDERAL GOVERNMENT  
- Guelph Police Services Board**

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards support the recommendations of the Federation of Canadian Municipalities found in its report “Towards Equity and Efficiency in Policing” (May 2008), namely, that 1) Pending a full review of the existing policing regime, the Government of Canada should provide an equity and efficiency allocation to:  
a. compensate municipal governments for their role in enforcing federal policing mandates; and  
b. provide funding sufficient for municipalities to meet their growing responsibilities, an amount equivalent to no less than 10 percent of a municipal force’s annual budget; and 2) The Government of Canada should appoint a special panel to review the existing distribution of policing functions.

**#08 – 08 NON-RETURNABLE WARRANTS - Vancouver Police Board / British Columbia Association of Police Boards**

THEREFORE BE IT RESOLVED that the Canadian Association of Police Boards call upon the federal Minister of Justice and the Minister of Public Safety to implement a program to assume responsibility for the return of persons wanted on warrants, where the radius of the warrant is outside of their jurisdiction, thereby enabling an operationally practical and cost-effective transportation policy, and ensuring these individuals cannot bring the administration of justice into disrepute by simply fleeing to another jurisdiction.

**2008 – 2009 CAPB Executive Committee and Board of Directors** (Elected Positions)

**EXECUTIVE**

Greg Dionne, President	Prince Albert Board of Police Commissioners, Saskatchewan
Ivan Court, Vice-President	Saint John Board of Police Commissioners, New Brunswick
Dr. Alok Mukherjee, Secretary-Treasurer	Toronto Police Services Board, Ontario

**DIRECTORS AT LARGE**

Jim MacLeod	Cape Breton Board of Police Commissioners, Nova Scotia
David Walker	Bridgewater Board of Police Commissioners, Nova Scotia
Ivan Court	Saint John Board of Police Commissioners, New Brunswick
Carol Allison-Burra	Kingston Police Services Board, Ontario
Emil Kolb	Peel Regional Police Services Board, Ontario
Dr. Alok Mukerjhee	Toronto Police Services Board, Ontario
Greg Dionne	Prince Albert Board of Police Commissioners, Saskatchewan
Tiffany Paulsen	Saskatoon Board of Police Commissioners, Saskatchewan
Robert Dunster	Edmonton Police Commission, Alberta
Mike Shaikh	Calgary Police Commission, Alberta
Carol Ann Hart	New Westminster Police Board, British Columbia
Chris Clement	Victoria Police Board, British Columbia
Wellington Staats	Six Nations Police Services Board, First Nations

## **OPENING PLENARY**

### **GLENN MURRAY, CHIEF EXECUTIVE OFFICER, CANADIAN URBAN INSTITUTE**

*We are losing our sense of citizenship. We need to get up in the morning and ask ourselves how we can express our citizenship and contribute to a higher quality of life.*

- Mr. Glenn Murray

Mr. Murray addressed the changing landscape in Canadian cities, highlighting changes in demographics, infrastructure, information and social challenges that present opportunities of public engagement by police boards and police services to meet their objectives.

Mr. Murray pointed out that demographically, over one-half of the urban population in Canada is foreign born, and that the population is aging. By the year 2031, one in four Canadians will be over 65. Society will need to respond creatively to challenges of climate change, potential shortages of food, water, and resources, and migration from the world's poor countries. Therefore, police leaders must be culturally competent and have an integrated view of community leadership. They need to understand that people in a rapidly changing society have different expectations of authority.

Mr. Murray believes that the highest level of citizenship and public service is to ask people to put their lives on the line for the rest of us. He advocates strongly that we must instill this idea of citizenship in our technologically savvy communities and mass consumer society.

To Mr. Murray, "quality of place matters" and "places not just people must be safe." Unsafe places mean "no prosperity and little capacity for positive wealth generation."

Noting that "crime is a neighbourhood measure," Mr. Murray attributes crimes to failed relationships, failed families and failed communities. As an example, he says that "when neighbourhoods fail, crime (e.g. prostitution) becomes an economy and it can become a race-based economy."

The reactive consumer model of traditional or "real policing" is not unlike that which operates in healthcare. Each system is centred on individual crisis and responds in reaction to harm or illness; payment and response are prepaid and success is measured by interventions and not on well people and the reduced need for invasive and expensive care.

*Police go where crimes have occurred and are less likely to go where crimes will likely occur. That makes prevention difficult.*

- Mr. Glenn Murray

Professional policing to control crime, however, generally relies on motorized patrol, rapid response to calls for service and retrospective investigation of crimes. A more effective response to control crime would involve:

1. diagnosing and managing problems in the community that produce serious crimes;
2. fostering closer relations with neighbourhoods to facilitate crime solving; and
3. building self-defence capabilities within the community.

He asks whether we are citizens or consumers of police services and points out that many violent crimes, including murders, arise out of disputes and grievances among people rather than as

criminal attacks from strangers. As citizens, we need to take responsibility for private property, because private property is not the responsibility of the police.

Mr. Murray discussed how police have historically viewed calls for service and criminal events as individual incidents, when in fact, they are part of a chronic problem amenable to diagnosis and prevention.

He asked delegates to think about whether neighbourhoods really exist or are just “a concoction of nostalgic policy makers.” If neighbourhoods do exist, he asked what their relationship with police should be and whether we are policing neighbourhoods or people. He attributed the intensity of neighbourhood relationships to many factors, including:

- geographical and physical characteristics;
- built environment;
- ethnic and kinship networks;
- affective attachment of residents to home and business ownership;
- local facilities;
- pedestrian and automotive traffic patterns;
- amount of time residents spend in the neighbourhoods;
- mix of children and working adults; and
- “curt nods” over the fence to regular community meetings.

Mr. Murray described safe communities as dynamic, prosperous, and sustainable. Safe communities are open, tolerant and welcoming of diversity, and enjoy a high quality street environment where 24-hour a day businesses thrive. The safest community in New York, for example, is the busiest commercial centre. Canada needs communities that are safer, more inclusive, more prosperous, greener, more sustainable and more energy efficient.

**The goal of governance is to move policing from being the last resort in responding to individual violence to being the foundation of neighbourhood peace.**

Mr. Murray’s agenda for safe communities includes:

- instilling the value of citizenship and celebrate human diversity;
- aligning police policy with broader public policy goals;
- integrating police into the larger government and public effort to change neighbourhoods, i.e. get the police to be part of a city or neighbourhood team; and
- increasing citizen participation and decentralized neighbourhood decision making.

Mr. Murray’s call for a greater sense of citizenship is reminiscent of Sir Robert Peel’s eighth principle of policing, as follows:

*Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that police are the public and the public are the police; the police being the 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.*

In 2006, the **York Regional Police Services Board** created its **Award for Civic Leadership** in recognition of the highest level of excellence in civic leadership. Recipients of this prestigious annual award are stellar leaders who have distinguished themselves by enhancing community safety, increasing understanding and tolerance, and/or through extraordinary community outreach. Their efforts have enriched the quality of life enjoyed by citizens in York Region.

## **ADDRESS BY THE HONOURABLE STOCKWELL DAY, MINISTER OF PUBLIC SAFETY**

*You don't wear the badge. You don't wear the uniform. But you are very concerned and supportive and interested in policing – how police officers do their work, what they do and the goals of a safer community. We want to have a society that's safe and secure. We want our citizens protected.*

- The Honourable Stockwell Day

Minister Day outlined the many initiatives of the federal government that will provide citizens with an increased sense of accountability and responsibility in all areas related to safety and security and criminal justice. He discussed various achievements (e.g. resources, legislative and regulatory) in what he called “this very critical area of safety and security” and thanked Members of Police Boards and Commissions for their good work and commitment to safer communities in Canada.

In almost every area of federal policing, the federal government has increased resources as follows: the addition of 1000 RCMP officers above and beyond all the projected hiring and recruiting targets at the time, and associated training facilities; and law enforcement efforts that combat identify theft, cyber crime, integrated border enforcement teams, organized crime related to drug activity, grow-ops, and child exploitation.

Acknowledging that those who choose to break the law operate “freely and unrestrained,” Minister Day said that we need to respect the rights of all people, while ensuring at the same time that we “aren't unnecessarily impeding the work of safety and security.” To that end, the government passed the *Tackling Violent Crime Act*.

Minister Day elaborated upon significant legislative changes that have given police the ability to detect and respond to drug-impaired and alcohol-impaired drivers, the latter who now face increased penalties. In addition, those who commit crimes with firearms will face mandatory jail time, serious repeat and violent offenders will need to demonstrate why they should be granted bail pre-trial, and the raising of the age of consent from 14 to 16 will help police widen their search of internet predators of young people.

*We want to make sure that prevention is a key aspect of what we're doing especially related to youth and youth at risk.*

- The Honourable Stockwell Day

Going forward, the government is listening to Canadians' views on youth crime and has heard people's frustrations with property crime and crimes of aggravated assault. Minister Day stressed the importance of striking a balanced approach in responding to youth needs and actions. Youth at risk of making wrong choices involving guns, gangs and drugs need to get the help they need while repeat offenders need to face sanctions for their criminal actions.

In advancing his balanced system approach, Minister Day acknowledged the “open arms of the community,” the importance of crime prevention programs, and the National Anti-Drug Strategy that provides federal funding to locally operated community treatment and prevention programs. Specifically, the federal government has allocated two-thirds of the \$64 million National Anti-Drug Strategy program to treatment-related initiatives, including those that focus on mental illness, with the balance allocated to enforcement.

With respect to prison reform, Minister Day noted that there is now an official zero drug tolerance and no-smoking policies in all federal correctional facilities. Consequently, correctional officers and non-smoking inmates are no longer exposed to second-hand smoke and soon, regulatory changes will be made to help inmates break free of drug addiction.

Furthermore, the federal government is examining the implications on the infrastructure of correctional facilities of changing the current parole system from one that releases inmates after one-sixth or one-third of their sentence to parole that is “earned.” Again, Minister Day stressed the overriding factor to be the safety and security of citizens while also ensuring a correctional system that offers “apprenticeship programs leading to journeyman status,” so that upon their release, inmates have “a fighting chance – they have something they can use.”

## **ADDRESS BY DR. THOMAS HOMER-DIXON, BALSILLIE SCHOOL OF INTERNATIONAL AFFAIRS, WATERLOO**

*Societies with too much stress and not much coping capability are in danger of breaking down.*

- Dr. Thomas Homer-Dixon

Dr. Thomas Homer-Dixon discussed some of the major forces shaping Canadian society and the world that will have an unpredictable impact on human responsibilities, operations, and procedures. Simultaneous causes of events interact so that their impact is more than the sum of their parts creating a unique synergy. In the future, says Dr. Homer-Dixon, “surprise is going to be a normal part of our environment and we should not be surprised about surprise.” Dr. Homer-Dixon described impending changes as non-linear, for example, “sharp shifts in technologies and resource availability” that necessitate a quick response in crisis mode.

He asked his audience to ponder how we respond to stresses on the world (i.e. population, environment, energy, economy, climate) that “inhibit food production, undermine economies, deepen intergroup cleavages, provoke mass migrations and weaken states.”

With respect to climate change alone, Dr. Homer-Dixon noted in referencing work by H. D. Matthews and K. Caleira (2008) that “to hold climate constant at a given global temperature requires near zero carbon emissions. As a consequence, any future anthropogenic emissions will commit the climate system to warming that is essentially irreversible on centennial timescales.” These global changes will invariably cause an increase in grievances that motivate violence and create opportunities for people to engage in violence, particularly in poor societies.

Canada, says Dr. Homer-Dixon, will need to respond to “larger flows of ‘distress’ migrants and refugees arriving with fewer skills, a continuing resource boom (contingent on carbon management), widening income gaps, rising regional vulnerability to fuel shocks, more frequent extreme climate events hitting vulnerable groups hardest, and deep change in city design, infrastructure and procedures.”

Canadians need to build up social capital and increase our connectivity and the resilience of communities, households, neighbourhoods and economies, so that can they sustain the sudden shocks that will occur.

All of the environmental, demographic and information changes that are underway pose direct challenges to both police agencies and governance in Canada. Police Services Boards need to respond creatively to the increasing complexity of their work in an increasing fragile society.

Notwithstanding his predictions, Dr. Homer-Dixon remains confident in man’s ability to be creative in responding to global challenges.

## **2009 CONFERENCE**

The Cape Breton Regional Municipality Board of Police Commissioners will co-host the Canadian Association of Police Boards' 20th Annual Meeting and Conference at the Delta Hotel in Sydney, Cape Breton Island, Nova Scotia from August 14 to 16, 2009. The Cape Breton Regional Municipality is the second largest municipality in Nova Scotia, Canada. Located on the eastern side of one of the most scenic islands in the world, the Cape Breton Regional Municipality, the second largest municipality in the province, covers an area of 2,470 square kilometers and has a population of 105,968 (2006 Census).

## **CONCLUSION**

The Regional Municipality of York Police Services Board was represented at the Canadian Association's 19th Annual Meeting and Conference in Toronto by Vice-Chairman Joe Persechini, Regional Chairman and Chief Executive Officer Bill Fisch, Joanna Yu, Barbara Bartlett and the Executive Director. Board Members had the opportunity to learn about civilian governance and social responsibility through presentations by outstanding plenary speakers, workshops and networking.

Connie Phillipson  
Executive Director