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Solicitor General  
Canada

Solliciteur général  
Canada

# Ministry Secretariat Police and Security Branch

## Federal/Provincial/Territorial Meeting on Police Policy Issues

*(1990 : Ottawa, Ont.)*

HV  
8157  
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1990

March 19-21, 1990  
Ottawa, Ontario

Canada

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1990

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# Index

<b>Introduction</b>	<b>1</b>
<b>Opening Remarks</b>	<b>3</b>
Session One <b>Multiculturalism</b>	<b>7</b>
Session Two <b>Aboriginal Justice and Policing</b>	<b>15</b>
Session Three <b>Vulnerable Sectors</b>	<b>31</b>
Session Four <b>National Drug Strategy</b>	<b>41</b>
Session Five <b>The Future of Policing</b>	<b>53</b>
<b>Meeting Wrap Up And Conclusion</b>	<b>61</b>
<b>Appendix 1</b>	<b>65</b>
<b>Appendix 2</b>	<b>69</b>

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# *Introduction*

Developing and evaluating police policy is not an easy task at a time when so many changes are taking place in Canadian society. The complexity of police related issues and increased public awareness and attention to police practices have intensified the challenges that face policy makers.

At the federal level, policy officials are afforded a view of overall trends affecting social order in this country. This perspective is the basis upon which federal officials work. Developing relevant policies however, requires the integration of many perspectives or levels of knowledge.

To date, federal and provincial cooperation in the area of police and law enforcement has been conducted largely through bilateral consultations. For some time, it has been felt within the Secretariat of the Ministry of the Solicitor General of Canada, that informal, candid discussions with our provincial and territorial counterparts would be most beneficial to all parties. It only makes good sense to bring policy makers together to share experiences and to collectively tackle issues of mutual concern. The idea was tested at official federal/provincial/territorial meetings and was endorsed enthusiastically by most.

A number of objectives for this meeting were proposed in the correspondence sent to Deputy Ministers and Assistant Deputy Ministers. It was indicated that the meeting was organized to provide all players an opportunity to learn which programs and policies are in place throughout Canada; to examine what works and what doesn't, and why; to identify emerging issues and to consider the possibility of collaborating on the new, as well as the ongoing issues.

The federal/provincial/territorial meeting on policing issues was held in Ottawa, March 19-21, 1990. Participants included government officials from across Canada responsible for police policy, selected officers from the Royal Canadian Mounted Police (RCMP) and representatives from several police departments. The meeting was divided into five half-day sessions which were dedicated to the following topics:

- multiculturalism
- aboriginal policing

# ***Introduction***

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- vulnerable sectors
- the National Drug Strategy
- the future of policing

Participants, totalling approximately 45, were invited to attend each session which commenced with a presentation by a team representing the Ministry of the Solicitor General of Canada and a selected number of provincial/territorial departments. Round-table discussions followed the presentations. When available, papers which had been formally presented and any other written information were distributed to each of the representatives.

The meeting was recorded by translation services which provided translation in both official languages.

This report is a summary of the major points raised in the formal presentations and discussions which followed. The distribution has been limited to participants only, as agreed at the meeting's closing. Hopefully, it will serve as a useful reference tool to all participants and, should they choose to share it, to their colleagues as well.

# ***Opening Remarks***

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## **MR. J.S. STANFORD - DEPUTY SOLICITOR GENERAL OF CANADA**

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- The idea for this meeting was strongly endorsed at the Deputies' meeting in Banff, in spite of the evolution of the formal federal/provincial/territorial consultation mechanism.
- Meetings such as this are the cornerstone of collective progress, regionally and nationally, in the area of policing.

### **ABORIGINAL JUSTICE AND POLICING**

- We recently established a joint task force with the government of Alberta at the request of Indian groups to search for solutions rather than confrontations.
- We are considering alternatives to the traditional method of policing reserves.
- The Task Force Report recently released by the Department of Indian and Northern Affairs on the Indian policing policy review, as well as forthcoming consultations, should provide a basis to determine how government can best address the aspirations of Indian communities.
- The current revitalization of aboriginal cultures may be the best hope for addressing the needs of Indians in urban centres.
- We cannot limit our intervention to transferring money and skills.

### **POLICING IN A MULTICULTURAL SOCIETY**

- Changes in our society are having an impact on the way in which our policies ensure fairness and racial harmony. Pierre Cadieux's recent decision approving exemption to the RCMP uniform on religious grounds is an example of that.

# ***Opening Remarks***

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- Equally important initiatives have been launched at the provincial level; new police recruitment, training and community relations are having a positive impact.
- More can be done and we should work together to maximize improvements.

## **VULNERABLE SECTORS**

- Police and all levels of government are concerned with the vulnerable sectors of society.
- There are those who feel that the police should become more involved with social agencies to address the problems of the communities they serve. Others believe the police should be concerned only with law enforcement.

## **THE FUTURE OF POLICING**

- Our interest in writing a discussion paper on the future of policing is to provide a vehicle that will focus on the inevitable debates on the most important issues facing police forces and government now and into the year 2000.
- This paper will be produced after extensive consultations across Canada with leading experts in the field of policing.

## **THE NATIONAL DRUG STRATEGY**

- Law enforcement across Canada is unique in its commitment to working with community organizations, addiction experts and teachers to advance drug awareness and prevention.
- With respect to enforcement, there has been a strengthening of interdiction efforts and investigatory skills. However, supply reduction efforts without demand reduction efforts will not succeed.

## ***Opening Remarks***

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**MR. IAN GLEN - ASSISTANT DEPUTY SOLICITOR GENERAL  
MINISTRY OF THE SOLICITOR GENERAL OF CANADA**

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- We have no game plan for this meeting; this is not a structure for the future, unless collectively we decide it was beneficial enough to do again.
- What we want is for people to become acquainted; create a network; share experiences, both good and bad; and create some sense of team across this country to deal with the issues.

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# *Session One* **Multiculturalism**

**CHAIRPERSON: MR. BRION BRANDT -  
MINISTRY OF THE SOLICITOR GENERAL OF CANADA**

**MR. BRION BRANDT**

- Purpose of this session is to share information, gain from others' experience and identify opportunities to work together.
- Ministry Secretariat working with others - federal departments, provinces/territories, police and NGOs to address this issue.
- National Action Plan on Police-Minority relations proposes to improve information sharing and action on training, recruitment and police-community relations.
- Central focus for this activity is the development of a Canadian Centre on Police-Race Relations to improve the effectiveness of policing and promote tolerance and understanding between police agencies and visible minority and aboriginal Canadians.
- The Centre's mandate will be proactive and reach out. Both the police and the community will have input into and be able to gain information from the Centre.
- Substantive support has already been offered by this Ministry, Secretary of State, the OPP and Metro Toronto Police. Ontario Ministry of the Solicitor General is coordinating the involvement of provinces and territories.
- The Secretariat is also supporting limited research and program activity related to recruitment, training and community consultation.

**Session One**  
**Multiculturalism**

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**INSPECTOR JIM POTTS - ROYAL CANADIAN MOUNTED POLICE**

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- RCMP started cross-cultural recruit training in 1977 and have expanded to include in-service training, such as staffing interviewer's courses.
- Last year the RCMP hosted the Policing for a Pluralistic Society Conference that produced 170 recommendations that are available in a report. This and other information is available to be shared.
- Two years ago, the Commissioner appointed the speaker as Multicultural Advisor and created an Advisory Committee of Visible Minority and Aboriginal People to offer improved information on and attention to this issue.
- RCMP detachments across the country have been directed to form representative community consultative committees to receive advice and exchange information.
- Recruiting efforts, including a National Recruiting Team, have been successful in doubling visible minority representation on the force to about 100.
- Despite efforts, progress is gradual in developing community acceptance and attracting visible minority recruits.
- A lot of headway is being made on a variety of fronts, but no one has all the answers.

**INSPECTEUR SERGE BARBEAU - SÛRETÉ DU QUÉBEC**

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- Very encouraged to hear Inspector Potts say that progress is slow in recruiting, because then Quebec is not as far behind on this issue as originally perceived.

## *Session One*

# ***Multiculturalism***

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- In addition to being multi-ethnic, Quebec must also contend with linguistic barriers that complicate the issue.
- 88% of new immigrants to Quebec settle in Metropolitan Montréal. Considerable effort since 1985 has resulted in about 15 visible minority recruits, quite disappointing.
- The long process is one of establishing credibility at the community level. Too often police-community relations are inappropriately viewed as just public relations.
- The 71 recommendations from the Bellemare report on police-race relations created much controversy and caused police to address this issue. In 1989, the provincial police formed a team to liaise with cultural communities in Quebec to enhance recruitment.
- The designation of three regions by the Ministry of Cultural Communities and Immigration for special settlement initiatives is providing an opportunity for the provincial police to be more proactive in their approach to community relations. But there have been no miraculous discoveries in training or recruitment.
- The Quebec Association of Chiefs of Police have created a sub-committee on multiculturalism to exchange information. Information exchange is the key to progress because no one organization has all the answers.
- There are 15,000 police officers on 171 forces in Quebec; 5,000 in Metropolitan Montreal, 5,000 in the provincial police, 5,000 in 169 smaller forces. In practical terms, many are too small and too remote to attract visible minority recruits.
- Full representation of police from cultural communities will result, but only after mutual acceptance increases along with our increased activities in training, recruitment and community relations.

**Session One**  
**Multiculturalism**

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- The proposed information centre will serve an important purpose in sharing information on how best to address this issue and ensure peaceful communities.

**MR. MIKE MITCHELL - MINISTRY OF THE SOLICITOR  
GENERAL OF ONTARIO**

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- Multicultural initiatives directed primarily toward visible minorities have been underway in Ontario for some time, but received heightened attention since the Task Force on Race Relations and Policing. The mandate of the Task Force was to review all training, hiring, community issues as well as to review the use of force. Specific results include the proposed changes to the Police Services Act.
- Three priorities for action have been recruitment and selection, inter-cultural training and the creation of police-minority community liaison groups.
- Recruitment - OPP are implementing employment equity with goals and plans; changing recruiting criteria to increase interest in policing as a career; developing bias-free recruitment measures.
- The Ontario Police College is offering recruitment and management in-service, inter-cultural training.
- A provincial symposium and a series of workshops have been held to address the issue of police-community liaison. A number of municipal forces have developed liaison committees.
- Ontario identified \$7 million to address the recommendations of the Task Force, including; the set-up of a Race Relations and Policing Unit; enhancing OPP recruitment capacity; and, development of a recruitment unit to create a pool of recruits from which municipalities can draw. Lateral and direct entry and "civilianization" of some police positions are also being examined.

## ***Session One***

# ***Multiculturalism***

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- Race Relations Training will include enhanced recruitment training, mandatory retraining of all police officers in the province and training police trainers.
- Regarding the use of force, improved training regarding physical force is being suggested as well as recommendations to amend subsection 25(4) of the Criminal Code.
- Grants will also be provided for police-community based projects to improve liaison.
- First Nation people made submissions to the Task Force that emphasized their distinctiveness, but also their problems in common with other visible minority groups. First Nation groups will be eligible to benefit from the funding program.
- The Task Force recommended increased autonomy for First Nations, particularly related to policing. A native policing program has been in place for a number of years. A recent agreement with Six Nations provides for their own police commission and greater autonomy.
- Bill 107, changing the Police Act, will establish mandatory employment equity for all police forces in the province. All will be obliged to set goals and timetables. Standards will be maintained. A special investigative unit, headed by a civilian, will be established to investigate any situation involving the police and a questionable death or serious injury. Additional changes will also accommodate modification of uniform dress and equipment.

## **DISCUSSION**

- Recruitment efforts have encountered a paradox where forces are criticized for their under-representation of visible minority officers while policing is not favoured as a career option in many communities. Negative life experiences, unrealistic television portrayals and ineffective school liaison efforts (i.e. safety owls) have contributed to inappropriate and unfavourable images of police that inhibit recruitment.

## ***Session One***

# ***Multiculturalism***

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- Communication needs to be improved. There is an inaccurate belief held by police, and government generally, that important information is getting out to minority communities. Communities are also concerned that their input into the development of solutions to problems is not being received.
- Cross-cultural training of all police officers is as important as recruitment to ensure understanding and improve the effectiveness of policing.
- Despite the difficulties associated with recruitment, model programs should be developed in some of the larger centres and exported to other cities.
- A coordinated, methodical approach to the issue is important to have lasting results. Improving police professionalism -behaviour, attitudes - through good management practices and training is as important as employment equity.
- Smaller provinces and communities do not have large visible minority populations or the financial resources to address police-minority issues in a comprehensive fashion. However, contract policing through the RCMP allows them to derive some benefit from training and recruitment initiatives.
- The effect of employment equity programs on police officer morale and the extent of police association resistance to these programs is viewed with varying degrees of concern.
- Discussion also revealed a range of opinion on the merit of voluntary versus compulsory equity programs. It was suggested that valuable insight could be gained by examining the experience of New York State's affirmative action program.
- Information sharing and learning from others' experience is very important.

## *Session One*

# ***Multiculturalism***

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### SUGGESTIONS AND RECOMMENDATIONS

- Cross-cultural training should be evaluated and integrated into all aspects of police training to ensure that it is effective and does not reinforce stereotypes. Police officers should know that cross-cultural understanding will increase awareness, reduce frustration and increase safety.
- In addition to recruitment, representation of minority views could be obtained through participation of appropriate individuals on such bodies as police commissions and advisory committees.
- The active cooperation and involvement of police associations is important in developing and implementing initiatives such as visible minority recruitment.
- Recruitment efforts, whether voluntary or compulsory, require innovation and monitoring to be effective.
- We need to interest young people in policing before they make other career choices. We have to improve our credibility within all of the communities we serve.
- Initiatives in multicultural policing should be examined as to their long-term implications and relationship to other municipal services within a multicultural society.
- The proposed national multicultural policing information centre should be supported and designed in such a way as to make the best use of what we have learned from other centres.

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## ***Session Two***

# ***Aboriginal Justice and Policing***

**CHAIRPERSON: MR. RON FERRI -  
MINISTRY OF THE SOLICITOR GENERAL OF CANADA**

**MS. NORA SAUNDERS - DEPARTMENT OF JUSTICE  
OF THE NORTHWEST TERRITORIES**

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- The NWT (pop. 52,000, native pop. 30,000) is policed by the RCMP. The establishment of a territorial police force was considered but it was decided to retain the RCMP for the time being. To remain in the North the RCMP must demonstrate flexibility to respond to territorial and local concerns. Two matters to be examined: recruiting more natives, and ensuring non-natives are well-equipped to police native communities effectively.
- The NWT's Supernumerary Special Constable Program provides an opportunity for native students to learn about policing in their own community, and also provides a link between the RCMP and the community. There is also a poster of a native RCMP constable in the red serge uniform which is distributed to schools and community centres.
- Local training, prior to Depot training, has now been instituted to prepare native recruits for the transition to the "big city". Also the RCMP's rule that upon joining the Force, the individual must commit to serving five years outside of his/her home region has been waived for the North.
- Assistant Commissioner Head's recommendation to remove the special constable designation so that all members would be able to wear the red serge uniform is commendable. However, there is concern with his view that native constables who do not meet certain minimum educational requirements should be paid less. Perhaps for policing in the North, "northern training", in particular sensitivity to the culture and the ability to speak the language, is of greater value than "southern learning". The Force must pay competitively if it is to attract the best native students.

## ***Session Two***

# ***Aboriginal Justice and Policing***

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- Certain other standards prevail which may not be suitable for the North. For example, the visual acuity standards, and the driving requirement perhaps make little sense in a community which has a total of three cars.
- With respect to non-native members, cross-cultural training is important and should be increased particularly to alert officers to cultural and linguistic differences which could affect for example, how and what an individual is communicating.
- Increased contact by police with communities is also very important. However, Force policy which is to establish community consultative committees in each community, conflicts with territorial policy which is to work through the hamlet council. The latter policy was established in recognition of the fact that in small communities there is a limited pool of people from which to draw for such initiatives and thus the council decides what must be done and by whom. Communities should choose what process works best for them.
- A proposal for a police training centre in the North, which could provide training for northern recruits, as well as cross-cultural training for individuals being posted to the North, may unfortunately not be adopted by the federal government.

## **DISCUSSION**

### **Northwest Territories**

- With regard to a question of ownership, community consultation and participation are important in establishing a sense of ownership. Also rules and laws (i.e. Criminal Code) should be applied with some flexibility in the North.

### **Yukon**

- In the NWT, the intent would appear to be to stay within existing

*Session Two*

## ***Aboriginal Justice and Policing***

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policing systems, whereas in the Yukon, native people want to establish their own system which would be more culturally appropriate.

**MR. BILL WHETSTONE - DEPARTMENT OF THE SOLICITOR  
GENERAL OF ALBERTA**

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- Alberta has adopted six principles when working with Indian Bands to provide policing:
  - native persons must be involved in the planning and delivery of services associated with the criminal justice system;
  - native persons must be involved in service delivery;
  - non-native persons are required to participate in orientation training;
  - more native persons must be recruited;
  - there must be a greater use of native professionals; and,
  - in policy development, emphasis should be placed upon prevention and diversion from the criminal justice system.
- The original Blood Indian Band police service proposal was accepted by the province but did not unfold due to lack of funding. From this experience, the province learned the following: ensure funding is committed in advance; put in place basic training, as well as in-service training on an annual or more frequent basis; clarify the availability of grants from the province; and, clarify as well whether band police are to be responsible for highways passing through their jurisdiction. A subsequent proposal from the Blood Tribe has since been accepted by the province, and is currently being implemented.
- In 1987, following negotiations with the province, a band-administered police force was established for the Louis Bull Band. This initiative has been very successful, and some lessons were learned:

## *Session Two*

# ***Aboriginal Justice and Policing***

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- elected tribal representatives need experience and training with respect to police commissions' operations and budgeting;
  - natives expect the same financial support provided to other communities;
  - there should be no requirements imposed on native communities over and above what is applied to other police forces in the province;
  - it is important to recruit experienced and trained individuals who also have some knowledge of the native language and culture.
- With respect to the Hobbema Band, the recruits for this Force have dropped from the original twelve to five. The Band is now rethinking its desire for a separate Force, and is questioning whether it will have sufficient funding available. This experience shows that it is important to:
    - ensure that all aspects of the proposed arrangement are thoroughly discussed in advance, particularly funding and recruitment needs; and,
    - encourage the community to undertake a complete examination of all its options before proceeding.
  - Lessons learned from the Alberta approach:
    - the provincial police act should be examined to eliminate conditions which may preclude the Minister from approving provincially recognized Indian police departments and commissions;
    - funding options, training for police and police commissioners and working protocols with the established provincial policing service need to be explored to affect a successful transition of policing responsibilities to Indian Nations;

**Session Two**

***Aboriginal Justice and Policing***

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- federal/provincial authorities require an understanding and appreciation of Indian culture when discussing these issues, and finally, there is an overall need for dedication, empathy and patience by stakeholders when Indian police services are being established.

**DISCUSSION**

**Alberta**

- With respect to jurisdiction over highways, there are recommendations to government that the Indians be given enforcement responsibilities.
- Alberta rewrote its police act to permit the creation of Indian-administered police forces, without referring to, or using the words "Indian" per se. Officers are given full peace officer status under a provincial appointment, pursuant to the section of their act dealing with special constables (s.38), and once the unit is set up, the Minister has the authority to transfer responsibility from the RCMP under contract to the band.
- In terms of performance, the clearance rates for these forces are high, but they are not taking as many people to court. Whether these forces treat criminality differently has not yet been studied.

**MR. JOHN BAKER - DEPARTMENT OF JUSTICE  
OF SASKATCHEWAN**

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- The RCMP 3B Program has been very successful in Saskatchewan. A principal reason for this has been that the Federation of Saskatchewan Indians was involved in the consultations that set up the program in the province, and consequently feels "ownership" in the program.
  - In some of the province's native communities, native policing units have been set up, whereby two special constables reside on the reserve
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## **Session Two**

# **Aboriginal Justice and Policing**

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and work out of a sub-office on the reserve itself. Many communities north of Prince Albert have their own detachment. The RCMP also recently converted 9 positions to native special constable positions (outside of the 3B program) in order to hire Métis. Many special constables in the province are taking advantage of the RCMP's conversion program to become regular members. At present, the percentage of native persons in the RCMP in Saskatchewan is approaching the percentage of native persons in the population.

- However, these successes have all been in the rural areas. While native people in Saskatchewan make up approximately 10% of the population, they make up 65% of the population in correctional institutions. 85% of this latter group are coming in from urban centres.
- Question whether the Charter would permit serious cases to be dealt with differently by two separate justice systems, were this approach taken, and whether it would be possible to have two forces with concentric jurisdiction. What is required is more native participation and consultation.

## **DISCUSSION**

### **Saskatchewan**

- There have been some initiatives in the cities, particularly in Regina and Saskatoon to address problems facing native youth, through broader social development strategies, which include outreach programs to schools, etc.

### **Manitoba**

- When comparing the Saskatchewan and Alberta approaches, the latter appears quite costly, especially when one considers that the RCMP are still called upon to provide services.

## *Session Two*

# ***Aboriginal Justice and Policing***

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### Alberta

- While it is expensive, the police could be seen in many ways as community service workers, providing services that cannot otherwise be made available to rural communities. The individual officers spend a considerable amount of time with the youth in the community.

### Saskatchewan

- Reasons why there is a higher level of satisfaction with the RCMP in Saskatchewan: senior management in the RCMP has been very supportive; cross-cultural training takes place informally through working with special constables; and it has been a long-standing policy in the province that unit commanders must meet frequently with local band councils and municipal boards.

### Quebec

The program comprises three phases:

- autonomous police force
- managed by natives
- and in which they have input at all decision-making levels

**The first phase:** (The first phase may take from one to three years depending on the readiness of the community or band council to take over and effectively and efficiently manage its police force)

- aims to create a police force almost entirely managed by the Quebec Police Force.
- in consultation with the community, police officers are selected and trained. Necessary basic equipment is acquired to ensure security on the reserve.
- police officers wear the Quebec Police Force uniform.

## ***Session Two***

# ***Aboriginal Justice and Policing***

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### **The second phase:**

- a grant is given to the community or band council, which must itself manage the acquisition of goods, the police officers' salaries and the whole question of equipment replacement.
- subordination to the Quebec Police Force is reduced, and thus the police force begins to become semi-autonomous. The Quebec Police Force acts as a technical adviser and performs operational follow-up.
- in the second phase, police officers still wear the Quebec Police Force uniform but their epaulettes bear the name of their police force. Their visual identification changes.

### **The third phase:**

- these police forces become like any other municipal police force in Quebec. They call upon the Quebec Police Force only for specialized services (for example, criminal records office, dog handlers, divers)
- Of the 23 participating "native municipalities or reserves", eight communities are in the second phase and none are in the third phase. Two Cree communities are technically ready to start the third phase, but do not want to lose their identification with the Quebec Police Force.
- The police officers would like or prefer to remain under the current agreement, but the political authorities believe it is more important that they become completely autonomous.
- The employee turnover problem is less serious and significant than with the Inuit. With the Inuit, the 17 police officers currently employed by the Quebec Police Force have an average of 0.95 year of service. Inuit communities are relatively small, the largest having approximately 1,500 members, and the others from 100 to 125.

## *Session Two*

# ***Aboriginal Justice and Policing***

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- It becomes difficult for a police officer from these communities to do police work because of the presence of his relatives. This whole issue of peer pressure, of transferability of a police officer from one community to other communities is currently under study and discussion with the Inuit.
- Recently, the Conseil des Inuits (Inuit Council) asked whether it was possible to hire white police officers for Inuit communities. Such a practice runs completely counter to the very objectives of the program. The request was refused, but the fact that it was made indicated that it is not certain that self-government is a priority, certainly not with regard to police forces.
- The Department of Public Security formed a committee for the purpose of studying the various policing systems in Quebec native communities with a view to developing a single model that would be applied to all of the 54 reserves or native communities in Quebec. The model currently being used on the Cree/Naskapi reserve by the Quebec Police Force would be implemented throughout Quebec with a few minor changes.
- There are some inequities with respect to cost-sharing. The federal government is paying a portion in some cases; in others there is federal/provincial sharing, or the federal government foots the whole bill. In Quebec however, the province pays for all communities. Without a doubt, there will be a trade-off, and if a single program or style is selected in Quebec, the whole question of cost-sharing will have to be renegotiated.

### **Ontario**

- Half of the reserves are policed by special constables, half by the OPP. The half policed by special constables represent 80% of natives on reserves.
  - Special constables have the same training but don't have to meet the same criteria to pass; discipline procedures are different from regular
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**Session Two**

**Aboriginal Justice and Policing**

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members and they are not covered by the public complaints process; they are paid less.

- An agreement has been signed with the Six Nations reserve which provides more autonomy to the native special constables. Similar agreements to follow with other native groups.
- Generally everyone is happy with this program but there is insufficient funding to extend the program.

**MS. KIT WATERS - DEPARTMENT OF THE SOLICITOR  
GENERAL OF NOVA SCOTIA**

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- The MicMac tribe is the sole tribe in Nova Scotia representing .9 to 1.6% of the overall population. The total population on reserves is roughly 6,700.
- There are three political units: the Union of Nova Scotia Indians, a traditional group, not interested in the white man's justice system; The Confederacy of Mainland MicMac which has assimilated more into the dominant white culture; and, the Native Council which represents the off-reserve native persons.
- A study of the three different models of policing (3B, band constables, non-native policing) was commissioned by the Marshall Inquiry. It was found that citizens of the member to reserve, non-native policing, were very reluctant to involve police and were not cooperative when police were called in. The officers in the 3B program felt compromised between the department's expectations and those of the native community. As well, they were dissatisfied with their lower status, lower salaries and lack of mobility. Band constable seemed the most successful model, yet there are complaints they receive insufficient funding, training, and equipment and require Sidney police and RCMP Sidney detachment backup.

## *Session Two*

# ***Aboriginal Justice and Policing***

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- Marshall Inquiry recommendations concerning law enforcement: increase the representation of minority groups in existing police forces; implement cross-cultural training, including conflict resolution; increased access of native communities to law enforcement agencies, including native membership on boards of police and advisory committees.
- Nova Scotia does not have over-representation of natives in correctional facilities, nor an influx of reserve natives to the cities getting into difficulty. However, there is a high incidence of offences against the person and social disorder on the reserves.
- Suggestion that the criminal justice system cannot alone address these problems which are highly attributable to the social and economic disparities of reserve life.

## **DISCUSSION**

### **Yukon**

- Government departments must work together when dealing with native issues which are complex and inter-related.
- In the Yukon, 50% of the 3B positions are filled; the Council for Yukon Indians and the native bands do not desire this program.
- Native policing and natives as police are two different issues.
- Are in the process of withdrawing from the 3B program because of the tremendous pressures on the native special constables to conform to RCMP standards as opposed to honouring their own.
- Are considering police forces with quite different functions than we traditionally attribute to policing. The police role would encompass not only enforcement but broader functions such as counselling and intervention.

*Session Two*

## ***Aboriginal Justice and Policing***

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### Northwest Territories

- It's not that the natives necessarily want to return to a strictly traditional way of life. But laws should reflect basic values and perhaps we should be looking to providing them with a system that better reflects their values and customs too.

### **MR. RON FERRI - MINISTRY OF THE SOLICITOR GENERAL OF CANADA**

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- Mr. Ferri's presentation provided an overview of a range of issues connected to aboriginal justice policy broadly and aboriginal policing in particular. As a framework to examine justice issues related to aboriginal people, it was suggested there are three types of problems, or reference points, that should be considered.
  - The treatment of aboriginals individually;
  - their treatment collectively; and
  - the quality of service issue.
- The various inquiries and task forces that have examined policing for aboriginal people focused on the "individual problem". The recommendations flowing from these task forces and commissions could be grouped under the following general headings:
  - enhanced recruitment of aboriginal people;
  - increased emphasis on cross-cultural training and cultural sensitivity training; and
  - better police-aboriginal relations.
- These basic strategies were common to virtually all the reports, yet there would not appear to be either a theoretical or empirical basis to lend validity to the assumptions underlying these strategies.

## *Session Two*

# ***Aboriginal Justice and Policing***

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- The following developments would likely take place over the next decade. First, those responsible for policing will be under considerable pressure to develop policing services more responsive and more acceptable to aboriginal communities. Secondly, more aboriginal officers would be employed in policing services, and thirdly, there will be the development of more Indian administered police forces and the creation of such governance mechanisms as Indian police boards, commissions, and advisory bodies.
- These initiatives and developments are primarily aimed at improving the treatment of the individual by the system and enhancing the quality of service. Such initiatives will not likely have a significant impact on the problem of over-representation by aboriginal people. The causes of criminality such as poverty, unemployment, the health of the social fabric, and social/institutional arrangements will likely have to show marked improvement before there is a substantial reduction in the over-representation of aboriginals in the criminal justice system.
- The creation of distinctive institutional arrangements (that is arrangements designed, developed and administered by aboriginal communities) may be the best strategy within the criminal justice system to influence patterns of aboriginal over-representation.
- Barriers relating to the development of distinctive institutional arrangements were identified in the following terms. First, it is not clear how they will work. Secondly, there is a traditional resistance to putting in place different justice arrangements for different groups of people. Thirdly, there is resistance to distinctive institutional arrangements because they imply that the standard arrangements are not in some sense adequate.
- The following were identified as challenges that face those responsible for policy development for aboriginal people:
  - To develop the means to deal with resistance to creating distinctive institutional arrangements for aboriginal people;

## ***Session Two***

# ***Aboriginal Justice and Policing***

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- to develop policy that is sufficiently flexible to enable aboriginal people to find their own solutions;
- to recognize that there are limits on the solutions that can be found within the criminal justice system; and,
- to manage expectations accordingly.

## **DISCUSSION**

### **Prince Edward Island**

- Native officers should have the same status as other officers, and that means same pay, training, uniform etc. Otherwise we are perpetuating discrimination.

### **RCMP**

- A transition stage is necessary.
- There's diversity amongst native peoples. We should respect that and not adopt a global approach.
- A request for white police may stem from the native ethic of non-interference in other peoples' business - better to let the white police handle it.

### **RCMP Aboriginal Policing Directorate**

- Are going to phase out the Special Constables program and provide equal training. Will upgrade education for aboriginals who will be allowed entry with lower education qualifications.
- Will have closer ties with band and by-law police services in the NWT and the Yukon, and native youth organizations. Will establish more consultative committees.

## *Session Two*

# ***Aboriginal Justice and Policing***

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- Are working with native organizations to develop a program to promote RCMP interaction with urban natives.
- Are establishing an advisory committee to consult on policy issues.

### **British Columbia**

- Phase 1 of a consultation process is underway to ascertain the native peoples' views and requests.
- The message to date is that they want to have more input into the criminal justice system and the services they receive.
- We are studying whether the local judiciary can hold court on the reserves, how to improve police services, diversion programs and victims services programs.
- Realized that we would not phase out the 3B program, but would look to improving it or complementing it with other services, depending on the needs or requests of the individual native communities.
- Want to keep these discussions/consultations on-going perhaps through the Native Justice Council.

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## *Session Three*

# *Vulnerable Sectors*

**CHAIRPERSON: MR. JACQUES DE VERTEUIL -  
MINISTRY OF THE SOLICITOR GENERAL OF CANADA**

**MR. JACQUES DE VERTEUIL**

- "Vulnerable sectors" refers to those groups of Canadians who are especially vulnerable to criminal victimization; women, children, and the elderly.
- It is not important to measure the extent of victimization; the enormity and severity of the problem is well accepted.
- The federal government is currently supporting three initiatives in the area of vulnerable sectors. These are the victims initiative, ending in 1989/90, the child sexual abuse initiative, ending in 1990/91, and the family violence initiative, ending in 1991/92.
- Research already completed under the family violence project indicates that the root cause of the problem lies in adverse socio-demographic conditions and social attitudes, and the inequitable distribution of power in society.
- While the ultimate causes of family violence cannot be addressed by the police, the police nevertheless play a vital role in the short and medium-term responses to the problem. An important function taken on by police forces across the country is the provision of victims services programs.
- The federal government is working with its provincial and territorial counterparts to develop a long-term strategic plan. The multidisciplinary nature of the issue and the need for coordination of strategies is at the forefront of the discussions with the provinces.
- There is a need to discuss process issues in addition to other issues because of their importance in the realization of policies and strategies.

*Session Three*  
***Vulnerable Sectors***

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**MR. TONY ARMSTRONG - DEPARTMENT OF JUSTICE, YUKON**

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- The lack of communication between agencies, governments, and departments is a major obstacle to dealing with the family violence problem in the Yukon.
- The problem of communication was highlighted by a family violence task force (1985) that visited rural communities. Unfortunately, the Yukon Territory lacks the necessary funds to implement many of the task force recommendations.
- Another problem is the tendency of various government departments and agencies to guard their mandates from other organizations. For example, the Family Violence Prevention Unit of the Department of Justice does not deal with child abuse. The responsibility for child abuse is held and protected by Human Resources.
- The reluctance to relinquish information and/or control hinders the formation of an integrated approach to the problem of family violence. The integration of family violence programs is especially important in the Yukon where resources and skilled expertise are at a premium.
- Because of the lack of personnel and resources, victims services often depend on volunteer labour. However, in many communities, the total amount of available volunteer time is already over-taxed.
- Even if the government can send a social worker into a rural community, it can take years for the worker to be fully accepted by the community. Most social workers move on to new positions after two years.
- Official encouragement of family violence disclosures should be contingent on the availability of resources. In one community the large number of disclosures, coupled with a lack of resources, led the community to withdraw for two years from any contact with the territorial and federal governments.

### *Session Three*

## ***Vulnerable Sectors***

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### DISCUSSION

- The Ministry Secretariat reported that in federal/provincial consultations on family violence, the issue of increased awareness further straining existing services had been raised. While there is some indication of success among major media campaigns, the various provincial agencies do not have a common position on whether or not to increase awareness. The Directorate may have an important role in promoting awareness programs. The issue of political commitment in relation to this dilemma was mentioned. Social concerns are in competition with economic issues and, at the moment, economic concerns are a top priority. Governments must become involved and accept the consequences of that involvement.
- It may be that to create a crisis through increasing awareness is one way of influencing governments and leveraging funding assistance. For example, in Newfoundland the scandal over child abuse has been met by increased resources in the most recent provincial budget.
- Experience is increasingly showing that people want information. The Yukon places an advertisement on the back page of the telephone book. This places important information at the disposal of the woman without raising the suspicion or ire of the man.
- While it was suggested that resources would not be provided without the extent of the family violence crisis being known, it was also mentioned that the public was concerned about the severity of the problem regardless of statistics.
- The Northwest Territories have taken some preliminary steps to deal with family violence by setting up a multi-departmental child abuse committee. However, the territorial government is not willing to promote sexual abuse awareness until protocols and educational programs are in place. In small communities, victims of abuse often have nowhere to go after disclosure. Services should be supplied at the community level.

### **Session Three**

## ***Vulnerable Sectors***

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- The NWT raised the issue of allocating funds from the victim surcharge to offender rehabilitation as opposed to victims programs. In Ontario, money is allocated both to victims and offenders.
- The Yukon mentioned the need for increased coordination between the RCMP and other services available to victims and also the need to further educate police to the dynamics of family violence. This will help establish protocols for appropriate police action.
- Policy development must be conducted in consultation with the police and with agencies to ensure that they are not being asked to do the impossible and that there is appropriate follow up. This was illustrated by the description of difficulties between the RCMP and transition home workers regarding mandates, roles and responsibilities.
- The "charging policy" was discussed briefly. There exists a misconception that there is a national, uniform policy. This often causes tensions through misunderstanding. Further, the application of a charging policy can sometimes be counter-productive and increase the hesitancy of abused women to report their situation. More research is needed on the impact of charging policies and practices to guide the development of further policies.
- It is inappropriate to address family violence in aboriginal communities with methods and services developed for non-natives. Policies and strategies developed for aboriginal communities must be based on traditional/tribal principals of justice and treatment.

**MR. GRANT GARNEAU - DEPARTMENT OF THE SOLICITOR  
GENERAL OF NEW BRUNSWICK**

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- There is difficulty in implementing the findings of research and studies, of getting things done. There is a need to maintain statistics on the extent of the problem to monitor progress.

### *Session Three*

## ***Vulnerable Sectors***

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- N.B. has centralized the crown prosecutors' system and correctional services. Policing remains very decentralized.
- While policies concerning family violence are readily accepted and implemented by the RCMP, it is much more difficult to do the same with municipal forces. The New Brunswick Police Commission includes in their operations manual for municipal police forces, procedures regarding domestic violence.
- It is not known what proportion of the total violent crime rate consists of violence against women. Statistics are needed in this area.
- The lack of statistics is especially acute for those regions not policed by the RCMP. Municipal and regional forces do not separately identify cases dealing with family violence.
- A multi-disciplinary working group was established in 1984. This group, together with a federal/provincial report in 1986, established the foundation for a strategy to combat family violence.
- The recommendations of both the working group and the federal/provincial report were not fully implemented. Barriers to implementation included various organizational changes in the structure of policing. Furthermore, other initiatives, dealing with child abuse and victims services, took up time and resources.
- Another major obstacle to a family violence strategy is the lack of adequate funding.
- Future plans include comprehensive workshops, developing accurate statistics, and completing new protocols for Justice Health Community Services.

**Session Three**

**Vulnerable Sectors**

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**MR. HUGH ROBICHEAU - DEPARTMENT OF THE SOLICITOR  
GENERAL OF NEW BRUNSWICK**

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- The charging policy is appropriate but considerable effort is needed to properly implement the policy.
- The RCMP found that the main problem in implementing a charging policy was getting police officers to properly enforce new regulations. Officers had to learn to treat family violence as any other crime and to investigate each occurrence, the victim's wishes notwithstanding.
- Municipal police forces face the same problems in implementing the charging policy. Nevertheless, the situation is changing and progress is being made.
- The Department is developing a set of protocols to help guide municipal police forces through the investigating and charging stages of family violence offences.

**DISCUSSION**

- Operational statistics are very important for policy formulation and implementation. Wife assault is not defined in the Criminal Code. As a result, specific information on domestic abuse is often unavailable from individual police forces, inseparable from other assaults. On the other hand, global statistics should not be required to justify concern for the issue of family violence.
- It was noted that while not challenging the necessity of a charging policy, some measure of flexibility in the application of the policy should be considered. In all other kinds of crimes, the police are given some discretion as to whether or not to lay charges. Family violence is a very complex issue and a mandatory charging policy may simply aggravate the problem. It was suggested that discretion is in fact involved in an investigation because the officer must decide whether adequate evidence exists to lay a charge.

*Session Three*

## ***Vulnerable Sectors***

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**MR. ED KENT - DEPARTMENT OF JUSTICE,  
NEWFOUNDLAND**

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- In Newfoundland, significant funds have been allocated to vulnerable sectors as a result of the Hugh Commission hearings on the Mount Cashel sexual abuse scandal.
- The confidence and the trust that the public has had in the police, the judiciary, the clergy, politicians, and in social workers is being eroded.
- The number of abuse-related calls, legitimate and unfounded, has greatly increased. However, the ability of the province to deal with these complaints has not increased accordingly.
- The highly public nature of the scandal has increased the need for sensitivity in police procedures because of the potential for ruining peoples' careers. There has been an increase in the amount of political interference in controlling interactions among aspects of the justice system.
- The Commission has been given a full mandate to investigate allegations of sexual abuse. The Commission's powers of interrogation and access to sensitive files have raised questions regarding individual rights to a fair trial and to privacy.
- Restoring the victim's confidence in public authority is an important objective of the government. The province lacks, however, funds to provide adequate assistance to abused children, now numbering in the hundreds. The federal government's new surcharge has resulted in a disappointingly small revenue, and the freezing of legal aid has aggravated the problem. The Crimes Compensation Board will likely not be able to cope with the claims.
- Police officers and social workers are on the front lines of the issue and their sexual abuse case loads have greatly increased. This has been a source of considerable tension and stress.

*Session Three*  
***Vulnerable Sectors***

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**CHIEF E. J. COADY - ROYAL NEWFOUNDLAND CONSTABULARY**

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- The Royal Newfoundland Constabulary and the Department of Social Services have set up the Child Protection Unit to deal with the recent outbreak of sexual abuse cases. The unit uses both police officers and social workers to investigate individual cases.
- The number of child sexual abuse cases has multiplied from 20 per year, five years ago, to 300 at present. The increased number of cases has placed a strain on police personnel as well as on available financial resources.
- If funds are made available from the Solicitor General of Canada, they should go to a police-based victims service rather than a court-based victims service.
- Police-based victims services are preferable because support is provided shortly after the incident. Victims of abuse are more likely to be open about their problems and to need support when they first describe their situations to the police and social worker rather than months later in court.
- Without the involvement of social workers, police officers must act as a support service for victims. This takes up valuable time that could have been spent on other cases. Involving social workers from the beginning of the investigation helps alleviate this problem.
- One question to be addressed is whether the police should seek out victims of abuse who would not have come forward otherwise. Police investigations of cases that occurred many years ago may do more harm than good.
- The present climate surrounding cases of alleged sexual abuse makes it very difficult to interview people, such as teachers, for example, without implicating them.

### **Session Three**

## ***Vulnerable Sectors***

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- Because of the highly public nature of the Commission hearings - it is all aired on public television -, it may be difficult to obtain a fair trial for those who have appeared before the Commission. The question is whether criminal charges should have preceded the Commission of Inquiry. The decision was taken to permit the Commission to conduct its inquiry and charges could be laid afterwards, if deemed appropriate.
- Is it fair to judge the performance of the criminal justice system of 15 years ago by the standards of today?

### **DISCUSSION**

- Commissions of inquiry are useful in dealing with immediate problems but that they can cause damage, in the longer term, to the legitimacy of the criminal justice process and to the communities involved. While inquiries may jeopardize criminal trials, they fulfil the more important concern of uncovering fundamental problems in the justice system.
- There was some discussion of the suitability of the criminal justice system for dealing with family violence - it is a blunt and insensitive instrument. Alternative approaches to be considered might include peace-maker courts, which would have a wider scope for including the community in the resolution of the problem.
- Regarding the funding issue, a distinction was drawn between politically motivated money (trendy money) and money that is effectively applied to address the victim's problems.
- The RCMP noted with approval the growing integration of the public service, communities, and police forces around the issue. As a result of their changing role in law enforcement, police officers are being required to become agents of social change. They are expected to take an increasingly proactive approach to law enforcement. They are now required to apply the law in a humanitarian and social way in addition to their more legalistic role. It is also refreshing to note the extent to which the community is playing an active role in this area.

### *Session Three*

## ***Vulnerable Sectors***

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- The RCMP pointed out that the evaluation of policies has been traditionally based on reactive work, such as the number of offences cleared. This reactive method of evaluation is not easily combined with the proactive role envisaged for police in the area of family violence. The proactive aspect of policing must be taken into consideration in the future allocation of funds to police forces.
- Ontario has a number of inter-ministerial committees dealing with the issue of domestic violence and sexual assault. The work of these committees has led to the creation of a comprehensive victims services program. The program is presently being piloted in three counties and its volunteers work 24 hours a day with local police departments.
- On the subject of victims services, Ontario felt that another advantage of police based victims services is that assistance can be offered even in cases that might not proceed to court, and a very small proportion of cases do proceed to court. Given limited resources, Ontario finds that the best method of providing victims services are volunteer-based systems or systems combining professionals and volunteers, both at the police force level. The fine surcharge is producing disappointingly low revenue.
- Ontario has a charging policy and requires officers to justify not laying charges. In addition, the province funds around 20 rape crisis centres.
- The Directorate summed up the discussion by reiterating the unresolved questions concerning the impact of, and the need for flexibility in a charging policy. As well, it was acknowledged that the funding issue had not been settled. In regard to funding, an ancillary issue of great import is the commitment of governments to address the problems faced by our vulnerable sectors, and whether the commitment is of the "lip service" variety or translates into action (resources).

## Session Four

# National Drug Strategy

**CHAIRPERSON: Ms. MARGARET BEARE-**  
**MINISTRY OF THE SOLICITOR GENERAL OF CANADA**

**Ms. MARGARET BEARE**

- The drugs issue is extremely political and it is essential to deal with the real problems.
- Statistics and estimates have problems of validity and reliability.
- Best empirical data are addictions agency surveys which are largely ignored. These surveys show that general drug use among the general population is holding or declining.
- U.S. "War on Drugs" rhetoric influences Canadian media and thereby creates political pressure for similar responses. Canada should respond in its own way to its own reality.
- U.S. Strategy:
  - layered and evolving series of strategies
  - 70% U.S. \$ into enforcement, 70% Can \$ into education & treatment
  - even U.S. "demand reduction" initiatives are frequently in fact deterrence through enforcement
  - Bush "zero tolerance of casual drug use" vs. Canadian approach which is programs to reduce occasional drug use
  - Bush approach is in fact a shift away from prevention through social assistance towards crime suppression through enforcement. Dollars are similarly re-assigned.

## Session Four

# National Drug Strategy

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- Some parts of U.S. strategy are comparable (i.e. more \$ for education and media campaigns)
- Canadian Strategy:
  - \$210 M, 51 initiatives, seven federal departments, five years (see list provided at workshop)
  - Health and Welfare leads initiative and has more than 78% of funds
- Solicitor General of Canada:
  - has less than 12% of funds or \$24M over five years, mostly to RCMP
- Ministry Secretariat:
  - four initiatives:
    - survey of inmates
    - money laundering report
    - two model police demonstration projects:
      - youth in school
      - at-risk youth and adults
- Strategy developed in consultation (e.g. alcohol originally not included but consultations demanded it)
- Two principles behind NDS:
  - Supply reduction in isolation from demand reduction has not worked in the past, is not working now and will not work in future.

Note: this means a different but not diminished role for law enforcement (i.e. police in schools)

- Partnership and cooperation are essential to the success of any drug strategy.

Note: In effect this is an affirmation that there is enough turf for everyone and that turf warfare must stop in the area of drugs

*Session Four*

## ***National Drug Strategy***

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Mr. Bill McCullough - Ministry of the Solicitor General  
of British Columbia

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- Outlined the Government of British Columbia's drug initiatives which are divided into five categories: education and prevention, representing 14 initiatives; enforcement and control, representing 15 initiatives; treatment, representing seven initiatives; and information and research, representing 4; international dimensions representing 11 initiatives.
- Said that the real utility of the National Drug Strategy has been to increase awareness that a substance abuse problem exists in Canada. Dollar input has been minimal in respect of the real requirement.
- Suggested that the strength of the NDS is that it builds onto and enhances an array of programs and activities to interdict supply and reduce demand for narcotics and other illicit substances.

**MR. GREG CRAN - MINISTRY OF THE SOLICITOR GENERAL  
OF BRITISH COLUMBIA**

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- In B.C. the government has tried to meet the challenge posed by the NDS in 1987.
- The Drug and Alcohol program was consolidated under the Ministry of Labour and Consumer Services in order to facilitate and coordinate the fight against drugs.
- Government's four main programs:
  - **TRY program (The Responsibility is Yours)**
  - program consists of 16 major components involving six Ministries

## ***Session Four***

# ***National Drug Strategy***

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- efforts to change human behavior with respect to abuse must be seen as long-term
  - **Ethnic Research Project :**
  - aims to find out the perception and needs of four of B.C.'s ethnic communities, i.e., Vietnamese, Latin American, Chinese and Indo-Canadian, regarding drug and alcohol abuse
  - secondary goal, curtailing drug abuse among this segment of society by developing prevention and treatment programs in partnership with targeted communities
  - **Provincial Framework for Substance Abuse Workers :**
  - curriculum development project to train substance abuse workers in the field
  - program is aimed at meeting the demand for treatment generated by public awareness
  - **The Inter-Ministry Committee on Organized Gangs:**
  - a new initiative that will also impact on the NDS
  - not initially conceived as part of the NDS
  - the Committee focuses on three aspects:
    - recruitment of gang members
    - crime prevention and control (This includes the movement of drugs and other illicit substances)
    - public awareness (this last point is related to the efforts of the TRY program)
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- It appears that the efforts of the government of B.C. have been successful in moving public opinion and awareness in the right direction, although most of the evidence is anecdotal.

*Session Four*

## ***National Drug Strategy***

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**MS. BEV WARD - MINISTRY OF THE SOLICITOR GENERAL  
OF ONTARIO**

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- Described the events that culminated with the creation of the Ontario Anti-Drug Strategy.
- October 1988, creation of a Task Force on illegal drug use (headed by Ken Black) which produced 29 recommendations.
- May 1989, creation of a cabinet committee on drug abuse and the commitment of 37 million dollars to be spent over two years on various facets of drug abuse.
- November 1989, announcement of phase one of the Ontario Drug Strategy and the creation of the Provincial Anti-Drug Secretariat.
- There has been an increase in spending on drug abuse programs since 1985. New programs were implemented and drug education became mandatory for grades four through ten in Ontario schools.
- The Ontario Drug Strategy is community driven. As in the other provinces the three thrusts of the ODS is prevention, treatment, and law enforcement. Four and one-half million is being spent in Ontario to identify vulnerable communities to the negative impacts of drug abuse.
- funds have yet to be allocated to drug rehabilitation.

**MR. GERRY BOOSE - ONTARIO PROVINCIAL POLICE  
MINISTRY OF THE SOLICITOR GENERAL OF ONTARIO**

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- Discussed in detail the Ontario Anti-Drug Strategy with emphasis placed on the role of the police.

## ***Session Four***

# ***National Drug Strategy***

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- The role of police officers in the drug problem focuses on both education and prevention and enforcement and control.
- There is a perception that law enforcement practices treat only the symptoms rather than the fundamental problems. Enforcement alone cannot solve the underlying causes of illegal drug use. Throwing traffickers in jail provides only a temporary solution.
- From Ontario's point of view Bill C-61 presents some implementation problems. Provincial Attorneys General are hesitant to prosecute under C-61 due to the "under-taking" clause which necessitates that the Attorney General take responsibility for these prosecutions.
- A second problem related to C-61 is that the proceeds of the drug trade are forfeited to the federal government and local and provincial police forces are hesitant to invest in these longterm and expensive operations if they receive little or no proceeds from investigations prosecuted under C-61.
- Police in Ontario are sharing drug intelligence and a memorandum of understanding has been drawn up between the RCMP and the OPP to collaborate on the war on drugs. This increased collaboration is directly linked to the NDS.

## **DISCUSSION**

### **Quebec**

- The Bertrand committee was set-up by the Government of Quebec with a mandate to analyse the drug situation and propose solutions.
  - A first conclusion of the Bertrand committee is that drugs are available in schools to children as early as elementary school (ages 6 to 12), as well as in the areas of sport. For adults, drugs are increasingly present in the workplace.

## *Session Four*

# ***National Drug Strategy***

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- Drug use has risen and now touches every segment of society.
- Quebec is one of the major entry points into Canada for drugs, both for domestic use and export to the U.S.
- Fighting drug use in Quebec will require coordination and collaboration among the different interveners in this area.
- So far in Quebec, prevention, enforcement, and rehabilitation have been treated equally, while in other jurisdictions repression has represented nearly 70% of drug related intervention. Quebec believes in increased repression which can only be done through increasing the resources available to police. Repression can stop the problem temporarily, but increased resources in prevention will also have to be allocated. Repression and prevention must be treated equally.
- Rehabilitation facilities already exist and these should be strengthened, with the possible addition of new centres where necessary.
- **School Police Program**

### Highlights:

- administered by the SQ
- at the primary school level the program aims to sensitize children to drugs
- for secondary schools the program ( begun in 1988) aims to reduce demand through sensitizing students to drugs and the use of coercive actions to reduce supply in or around schools
- the program met with some criticism at the outset but can now count on fairly strong support

## **Session Four**

# ***National Drug Strategy***

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### Results:

- In 98% of cases students "busted" for drugs in or around schools have signed a written confession including the names of their supplier. Criminal Code prosecutions against the suppliers follow.
- It takes about 4 months to clean out a school of drugs.
- The statistics of this program are:
  - in '87-'88 the program was applied in 196 schools (out of a possible 331)
  - 3,447 users and 1,245 traffickers were identified. 448 of the latter have been prosecuted
  - these traffickers were responsible for 18,647 identified sales
  - 4,177 charges were laid against the 448 traffickers brought before the courts so far
  - 1,255 information sessions were given to parents, students, and others (about 21,132 persons)
- January -February 1990:
  - 150 schools were targeted
  - 1,278 drug users have been identified
  - 486 traffickers were identified in 85 schools. 120 have been brought before the courts to face 1,033 charges
  - 633 information sessions were held in January for 11,316 persons

## **Session Four**

# **National Drug Strategy**

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- Negative press has accompanied this program.
- No statistics are available to show if the Police School Program has in fact been effective in reducing demand and supply in Quebec schools. Police keep a link with the parents and administration of each school and evaluate future actions based on this feedback. If necessary further re-pression (enforcement) action will be undertaken.

### **DISCUSSION OF DRUG AWARENESS PROGRAMS**

#### **Yukon**

- Drug Awareness Program very effective in the Yukon.

#### **RCMP**

- The NDS has lead to the creation of a drug awareness program put together in collaboration with the CACP and other police agencies.

#### **Ontario**

- Is in the midst of developing a curriculum for teachers to teach drug awareness. By making drug education a curriculum item, rather than a part of health classes, it will increase the number of hours devoted to prevention.

### **DISCUSSION OF THE STRUCTURAL ASPECTS OF THE WAR ON DRUGS**

#### **Ontario**

- Ontario has concerted its action among 14 Ministries which have each drawn up programs to support the anti-drug strategy. The policy is co-ordinated by a working group made up of representatives of these 14 ministries and claimed by the Drug Secretariat. It is this group which

## ***Session Four***

# ***National Drug Strategy***

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decides how resources are to be divided between prevention, enforcement, and rehabilitation. The Working Group then submits its recommendations to a Cabinet Committee on drugs.

### **British Columbia**

- The B.C. strategy involves two committees. One, the advisory committee is made up of NGOs and agencies that have some responsibility in the area of drug abuse and it advises the Minister directly. The second is the inter-Ministry committee pulled together out of the interests of the various Ministries of this area. This committee comes under the Ministry of Labour which coordinates B.C.'s drug strategy. Resources for the programs developed come from a central pool.

### **Ontario**

- Ontario also uses an inter-Ministry approach to the drug problem.

## **DISCUSSION OF PROCEEDS OF CRIME**

### **British Columbia**

- B.C. has passed proceeds of crime legislation although it has not as yet been used. The law applies to enterprise crime. Funds recovered go into a fund for police enforcement.

### **Quebec**

- Proceeds legislation is a very good idea, however, its implementation is limited and difficult. Better legislative tools to seize the assets of the drug trade are needed.

## **Session Four**

# **National Drug Strategy**

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### **DISCUSSION OF OTHER TYPES OF SUBSTANCE ABUSE**

- The money in the Drug Strategy has been allocated to fight illegal drugs. It is unknown whether something is being done, educationally and otherwise, to fight abuse of other substances (glue, etc.).

#### **Ministry of the Solicitor General of Canada- Ontario Regional Office.**

- A program is currently being developed for northern Ontario which indirectly touches on abuse of other substances (solvents, etc.). A comprehensive education program may be in place by Fall 1990 regarding this problem. Furthermore, in the Toronto area an education program is being set-up for kids in high risk areas (public housing) to educate them about problems related to other peoples drug use (needles, condoms, etc.) This program is referred to as a drug safety program.

#### **British Columbia**

- Drug safety programs geared to children living in high risk areas are also being planned in B.C. In addition, a program specifically aimed at young immigrant youth is also being set up.

### **CLOSING STATEMENT**

#### **Ministry of the Solicitor General of Canada**

- The meeting has focused on the structural aspects, decision making, coordination and mechanisms to intervene more effectively. The basic issue raised by drugs is one of health and quality of life.
- Eliminating the profit from the drug trade would make drugs a health issue. It is the profit which makes it a police/law issue.

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## *Session Five*

# *The Future of Policing*

**CHAIRPERSON: MR. ANDRÉ NORMANDEAU,  
MINISTRY OF THE SOLICITOR GENERAL OF CANADA**

**MR. ANDRÉ NORMANDEAU**

- The theme of the Future of Policing is, at the beginning of this decade, a theme of interest for almost everyone involved with the police "business". The new century is almost at our doorstep and it is fascinating and important to "think police" with a view of the year 2000.
- The Police and Security Branch of the Ministry of the Solicitor General of Canada has been soliciting the views on the future of policing in Canada of about 500 concerned Canadians. This consultation was held mainly from January to April 1990 in the major cities across Canada.
- The consultation was "qualitative". People expressed their ideas about one or the other of the major issues identified in a "Guide for Discussion" (and sometimes, they themselves added some new issues).
- The issues were the following:
  - mission statement about Canadian police
  - environmental assessment (economy, demography immigration, public opinion ...)
  - trends and patterns in crime
  - community-based policing
  - professionalism and policing
  - effectiveness, efficiency and accountability
  - police discipline and ethics
  - police associations/unions
  - police recruitment
  - police training
  - police powers
  - technology and police
  - applied research in policing

## ***Session Five***

# ***The Future of Policing***

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- the role of elected officials
  - the role of ministries and departments
  - the role of police commissions
  - the role of para-professional volunteers
  - private security
  - do more and better with less resources?
  - an open question!
- The citizens consulted individually or, most of the time, in group discussion from St-John's, Newfoundland to Victoria, British Columbia represented some of the "key players" in policing, that is:
    - 50 mayors and elected officials
    - 100 public servants in federal and provincial ministries in charge of policing services
    - 150 police chiefs and managers
    - 50 police union leaders
    - 150 community members (volunteers, academics, associations...)
  - These citizens represented the different regions of Canada, that is:
    - 100 from the Atlantic provinces
    - 100 from Quebec
    - 100 from Ontario
    - 125 from the Western provinces
    - 75 from the Capital (Ottawa)
  - These persons were invited to the consultation mainly through the regional offices of the Ministry of the Solicitor General of Canada and they do not represent necessarily a scientific sample. However, they do represent a cross-section of key informants in the field.
  - This consultation will be the backbone of the content of a "Discussion Paper" written by Dr. André Normandeau and Dr. Barry Leighton (Senior Research Officer at the Ministry), with some help from some colleagues.

## *Session Five*

# *The Future of Policing*

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- A discussion paper is "food for thought", it is a "tool for change". It is not a "white paper" whereby the Ministry of the Solicitor General of Canada would set a national policy because the administration of justice, "policing" in particular, is within the current constitution, a provincial and municipal responsibility. It is not a "Commission of Inquiry" either.
  - The Discussion Paper will be ready for the conference hosted by the RCMP on "Community Crime Prevention: Shaping the Future" to be held in Ottawa on October 16 - 19, 1990. However, some highlights of the consultations are worth mentioning at this point:
  - A new partnership between the key players:
    - elected officials
    - police managers
    - police union leaders
    - public servants (in Ministries)
    - community members
  - A new model of policing through:
    - community-based policing
    - problem-solving policing
    - accountability
  - A basis for change:
    - leadership and professionalism
    - recruitment and training
    - career
    - research and technology
  - A new approach through:
    - environmental scanning
    - new measures of effectiveness and efficiency
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## **Session Five**

# ***The Future of Policing***

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- A dramatic return to the "spirit of free enterprise":
  - choice is the name of the game
  - competition
  - risk-taking
  - innovation
  - creative imagination
  - excellence
  - merit system
  - professional autonomy
  - a clientele-approach (consumer-marketing)

**MR. BARRY LEIGHTON - MINISTRY OF THE SOLICITOR  
GENERAL OF CANADA**

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- Summarized some of the topics discussed by police managers from across Canada in a symposium at the Canadian Police College (Ottawa, February 27-28, 1990).
- Many issues are linked to a vision of the future. One in particular is the theme of "safer community through social development" as developed recently, amongst others, by the Federation of Canadian Municipalities and which stresses in its own way "a new partnership across public services" (federal, provincial and municipal):
  - education and social development
  - employment and economic development
  - housing - policies and practices
  - health and social services
  - public transportation, leisure...
- At an inter-disciplinary seminar at the University of Manitoba (Winnipeg, March 23-25, 1990) police managers and academics will confront their ideas on the future of policing. What is of special interest is the fact that some invited academics are people from "outside" the field of policing and criminology, that is, social scientists interested

**Session Five**

***The Future of Policing***

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mainly in socio-economic and demographic trends and patterns. Many of the papers given at the Winnipeg seminar will be published in a special issue on policing in the January or April 1991 issue of the Canadian Journal of Criminology.

- The Ministry of the Solicitor of Canada, in collaboration with some provinces, is now publishing a special series on the topic of community policing.

**MR. STUART JAMES WHITLEY - MINISTRY OF JUSTICE,  
MANITOBA**

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- "Police Accountability: Who's in Charge".
- The police have the right to lay charges irrespective of the prosecutor's advice. The Marshall Inquiry (Halifax, Nova Scotia, 1990), after hearing of the possible abuses which may have occurred because of the irrelevant considerations which apparently played a role in the decision not to charge certain influential Nova Scotians, was emphatic on this point. Of course, the laying of charges is to be governed by a high standard of care.
- "Accountability to the community" can be achieved by:
  - effective review of citizen complaints
  - community input into police policy-making
  - pre-emptive deterrence
  - penal sanctions
- The community should "take ownership of the police, and more importantly, of the crime problem".

**Session Five**

***The Future of Policing***

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**MR. VIC TOEWS - MINISTRY OF JUSTICE, MANITOBA**

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- Whether or not community-based policing is a new concept or an old concept rediscovered, it is clear that the implementation of such a concept may influence the direction of policing in the 1990s and beyond.
- In the context of the current Harper Inquiry (Winnipeg, Manitoba) on aboriginal justice, distinct and independent community-based agencies may provide more effective service to a specific "clientele". However, many problems are still to be discussed and resolved, as the Task Force Report on Indian Policing Policy (Indian and Northern Affairs, Canada, 1990) has expressed.
- Care should be taken to be creative but with prudence so as not to spend a lot of money on innovations unless we have the necessary knowledge about effectiveness.

**MR. GEORGE ORLE - MANITOBA POLICE COMMISSION**

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- The following are three areas of importance for the future of policing:
  - demographic changes (especially, immigration)
  - the privatization of policing
  - professionalism and accountability
- The private security policing sector will expand very rapidly to the detriment of the public sector. One of the major problems will be the quality of the "private force" (at large), especially the quality of recruitment and training.
- With regards to public policing, an increasing professionalism will be manifested through more autonomy and self-regulation by police officials and officers. Police commissions on discipline and ethics will play a lesser role. In serious cases, however, commissions of inquiry will be constituted more often.

*Session Five*

## ***The Future of Policing***

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**MR. CHET CAMPBELL - ATLANTIC POLICE ACADEMY,  
PRINCE EDWARD ISLAND**

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- Looking partly at the past in order to predict the future, anticipated changes fall under four general areas:
  - new recruits
  - constables
  - supervisory and management levels
  - citizens
- Recruits of the near future will have community college and university degrees. The recruitment of minorities and women will greatly expand. The quality of the training, especially on inter-personal skills will increase.
- The prevention of violent crime will become the chief focus of a constable's job because the public sense of security is and will become even more paramount.
- The new management style will change police managers from "order givers" to "resource persons". The para-military model will disappear. More civilians will perform senior management tasks.
- Finally, the public will become more and more involved with the police in "joint ventures", especially in the field of prevention.
- There will be an increase of "direct accountability", especially through civilian public complaints commissions.

### **DISCUSSION**

#### **Quebec**

- The community-based policing concept is and will be very important in the next ten years. This concept can be linked to the spirit of free enter-

## **Session Five**

# ***The Future of Policing***

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prise and in particular to the notion of "marketing".

- The future of policing is linked to a better relationship between the police and their "clients". The clientele will define more and more the job of the police through their expectations. Of course, a police officer will still react to crime as legally defined, but he will more and more react to the demands of his clients which are not always crime-oriented.
- Some citizens are more concerned about "daily incivilities" that disrupt and often destroy neighborhood social, commercial and political life. These "incivilities" will, in the future, be important in the daily activities of police officers.

### **Nova Scotia and British Columbia**

- When the discussion paper will be ready, it should not only be distributed but should be used for a follow-up of the consultation tour across Canada.
- The authors of the document should meet the "key players" again. For example, seminars and conferences around the document could and should be organized in each region.

# ***Meeting Wrap Up And Conclusion***

## **British Columbia**

- There should be another meeting this year, and from then on, they should be held annually.
- It appears as though we're heading for a partnership with the federal government. Perhaps then the provinces would like to host the next meeting.
- Discussions could have a more narrow focus.

## **Ontario**

- These meetings are valuable for information exchange.
- It is interesting to see how these meetings will tie into the existing structure of meetings of Ministers and Deputy Ministers of Justice.

## **Ministry of the Solicitor General of Canada**

- There is potential for this meeting to become the sub-committee to Deputies. Ideally, as it should remain a forum for discussion, not conflict resolution or demands, it might be better to have it exist apart from the policing structure reporting to the Deputies.
- Whether it stands on its own or fits into the other mechanism, it should be maintained.

## **RCMP**

- For the longest time, law enforcement policy has lived in the shadow of the general criminal justice system.
- Now that there are more Solicitors General, we should consider establishing a Solicitor General consultative committee at the Deputy level to discuss real issues of common concern.

# ***Meeting wrap Up And Conclusion***

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## **Ministry of the Solicitor General of Canada**

- After much deliberation in the planning of this meeting, we decided to keep representation to government officials.
- The question is whether the right people in the right numbers attended this meeting.

## **Northwest Territories**

- Keeping it to government officials leads to more candid discussion.
- Although reviewing existing programs is a useful exercise, this meeting should also provide a forum for discussing ideas.
- Whatever form this meeting takes, enough time should be allotted for the general discussion of ideas.

## **New Brunswick**

- You can't develop policy in a vacuum, without the input of operational police officers. There should be a mix, as there is here, of policy people and police.
- In policy development, we provide the link between what the politicians want and what it takes to get the job done in the field.
- Perhaps next time, the issues could be less broadly based. (i.e. discussion of charging policy and the relationship between the Solicitor General's department and the Attorney General's department)

## **Ministry of the Solicitor General of Canada**

- In future meetings, we will continue to ensure that there will be no requirement for volumes of briefing materials.

## ***Meeting wrap Up And Conclusion***

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- We are quite prepared to host again. The concept of "host" in this context, means to organize and get off the ground. The question to ask is, what is the best spot across Canada to meet and is the agenda sufficiently full.
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In the end, it was clear the participants felt this first meeting of officials to discuss police policy issues had been a worthwhile venture. Each participant would return to his/her jurisdiction having learned the strengths and weaknesses of the varied policing policies and programs in place throughout Canada. What became abundantly clear as the meeting progressed was that in our diversely populated and vast country, there is much room for tailored application of universal policies and principles. It was also apparent that in spite of diversity, the fundamental commitment to have appropriate and effective policing services provided equitably to all Canadians is commonly shared by all players in the policy field.

It was decided that whichever form future meetings take, we should ensure their continuation, at least in a forum where ideas and experiences can be exchanged freely and completely; there are still aspects of old issues and the whole of emerging ones left to discuss.

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# Appendix 1

MARCH 19, 1990

## DAY 1 Agenda

8:15 - 8:30

**Morning Coffee**

8:30 - 9:15

Plenary Session

**Opening Remarks:**

- Deputy Solicitor General of Canada
- Assistant Deputy Solicitor General, Police and Security Branch
- Director General, Police and Law Enforcement Directorate

9:15 - 10:30

**“MULTICULTURALISM”**

Presentations, questions, discussion

**Speakers:**

- Mr. Brion Brandt, Ministry of the Solicitor General of Canada
- Mr. Serge Roberge, Department of Public Security
- Mr. Mike Mitchell, Ministry of the Solicitor General of Ontario
- Mr. Gerry Boose, Ministry of the Solicitor General of Ontario

10:00 - 10:45

**Break**

10:45 - 12:00

Roundtable discussion of directions in research, policy and programs

12:00 - 13:15

**Buffet Lunch - Salon Monck**

13:15 - 17:15

**“ABORIGINAL JUSTICE AND POLICING”**

Presentations and discussion on policy development and implementation

# ***Appendix 1***

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- Speakers:**
- Mr. Bill Whetstone, Department of Solicitor General of Alberta
  - Mr. John Baker, Department of Justice, Saskatchewan
  - Ms. Nora Saunders, Department of Justice, Northwest Territories
  - Ms. Kit Waters, Department of the Solicitor General of Nova Scotia
  - Mr. Ron Ferri, Ministry of the Solicitor General Canada

17:15 - 17:30 Day 1 Wrap up

17:30 - 20:00 **Reception**

## **MARCH 20, 1990 DAY 2**

8:45 - 9:00 **Morning Coffee**

9:00 - 9:15 Brief Announcements

9:15 - 9:30 **“VULNERABLE SECTORS”**  
Brief opening remarks:  
Mr. Jacques de Verteuil, Ministry of the Solicitor General of Canada

9:30 - 10:00 Yukon’s representatives:  
presentation and questions

- Speakers:**
- Mr. A. Armstrong, Department of Justice
  - Ms. C. Marion, Department of Justice

10:00 - 10:30 New Brunswick’s representatives:  
presentation and questions

- Speakers:**
- Mr. G. Garneau, Department of Solicitor General

# Appendix 1

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- Mr. H. Robicheau, Department of Solicitor General
- 10:30 - 10:45            **Break**
- 10:45 - 11:15            Newfoundland's representatives:  
presentation and questions
- Speakers:**
  - Mr. E. Kent, Department of Justice
  - Chief E. Coady, Royal Newfoundland Constabulary
- 11:15 - 11:30            Solicitor General Canada
- Speakers:**
  - Miss S. Williamson (Family Violence)
  - Miss J. Fisher (Youth at risk/elderly)
- 11:30 - 12:00            Roundtable discussion and wrap up
- 12:00 - 13:15            **Lunch Break**
- 13:15 - 14:30            **"NATIONAL DRUG STRATEGY"**  
Introductory remarks by Ms. Margaret Beare,  
Ministry of the Solicitor General of Canada  
  
Discussion of the impact and implementation of the  
National and Provincial Drug Strategies
- Speakers:**
  - Mr. William McCullough and Mr. Gregg Cran,  
Ministry of the Solicitor General of British  
Columbia
  - Ms. Bev Ward and Mr. Gerry Boose,  
Ministry of the Solicitor General of Ontario
- 14:30 - 14:45            **Break**

# ***Appendix 1***

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14:45 - 16:00 Roundtable discussion  
16:00 - 16:30 Day 2 Wrap up  
18:00 - Dinner - Salon Earl Grey

**MARCH 21, 1990**

## **DAY 3**

8:45 - 9:00 **Morning Coffee**

9:00 - 9:15 Brief Announcements

9:15 - 10:30 **“A VISION OF THE FUTURE OF POLICING IN CANADA”**  
Discussion of upcoming document and the future of policing in Canada

**Speakers:**

- Mr. André Normandeau, Ministry of the Solicitor General of Canada
- Mr. Barry Leighton, Ministry of the Solicitor General of Canada
- Mr. Phil Arbing, Department of Justice, Prince Edward Island
- Mr. C.L. Campbell, Atlantic Police Academy, Prince Edward Island
- Mr. Stewart Whitley, Department of Justice, Manitoba
- Mr. Vic Toews, Department of Justice, Manitoba

10:30 - 10:45 **Break**

10:45 - 12:00 Roundtable:  
**“Methods of collaboration and information exchange in support of policy development”**

12:00 - 12:30 Closing Plenary Session

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# ***Appendix 2***

## **PARTICIPANTS**

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## ***Appendix 2***

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## ***Appendix 2***

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