



**Resolutions Adopted
at the
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CANADIAN ASSOCIATION OF CHIEFS OF POLICE
Leading progressive change in policing

582 Somerset Street West Ottawa, Ontario K1R 5K2

p: 613-233-1106 f: 613-233-6960

e: cacp@cacp.ca w: www.cacp.ca

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**FEDERAL LEADERSHIP ON COMMUNITY SAFETY,
HEALTH AND WELL-BEING**

Submitted by the Crime Prevention Committee

- WHEREAS** the Canadian Association of Chiefs of Police advocates achieving safer communities through a comprehensive and integrated approach that balances rigorous law enforcement, a meaningful court process and effective corrections with strategic investments in proactive measures that address root causes of crime and victimization, and;
- WHEREAS** the Canadian Association of Chiefs of Police has since 1913 promoted public policy measures that reduce economic, educational, health and social disparities as a means of preventing involvement in crime, and;
- WHEREAS** the CACP has adopted six resolutions since 2002 urging federal leadership in formulating a comprehensive, holistic strategy on community safety, health and well-being as well as specific measures to address socio-economic factors that contribute to crime and victimization, and;
- WHEREAS** the CACP-led Coalition on Community Safety, Health and Well-being, formed in 2005 with the participation within a year of 34 national organizations, encourages government investment in accessible social services and activities that support children and their families, and;
- WHEREAS** investments in social spending constitute protective factors and yield proven savings for policing, the courts, corrections, health, education and social service areas funded by all orders of government, and;
- WHEREAS** the United Nations, with Canadian leadership, urges Member States to promote protective factors through comprehensive social and economic programs including health, education, housing and employment and to establish a centre of expertise and coordination, and;
- WHEREAS** Canada's National Crime Prevention Centre fulfills an important but limited role in reducing offending but has no mandate to leverage or coordinate federal policies and programs that more directly address the root causes of crime,

THEREFORE BE IT RESOLVED that the Canadian Association of Chiefs of Police calls upon the federal government to exercise leadership in creating a new national responsibility centre for community safety, health and well-being reporting to a designated Minister and to require the centre to 1) coordinate a comprehensive strategy that includes policy development and program delivery spanning federal economic and social departments, 2) collaborate with other orders of government to share knowledge and coordinate strategies, policies and programs across social and economic portfolios, while respecting jurisdictional authorities, 3) support national coordinated efforts by non-governmental organizations, and 4) serve as a national resource hub by developing a national framework for community safety, health and well-being and providing research and tools to support local strategies.

FEDERAL LEADERSHIP ON COMMUNITY SAFETY, HEALTH AND WELL-BEING

Commentary:

The Canadian Association of Chiefs of Police (CACP) is the respected and credible authority on policing and community safety issues. The CACP supports a comprehensive, inclusive approach that includes rigorous law enforcement, a meaningful court process and effective corrections (tertiary prevention); opportunity reduction (secondary prevention); and socio-economic measures that address the root causes of crime (primary prevention) and that are a proven cost effective way to reduce the risk of offending and victimization.¹

For a century Canada's police chiefs have exhibited leadership in promoting social measures to prevent individuals, especially youth, from offending. The CACP publication "Police Chiefs and Crime Prevention: Voices from the Annual Conferences, 1912 to 1972" (Sandra Wright, April 2009) documents the Chiefs' consistent emphasis on social development as the best and most effective crime prevention investment. In 1970 they summed up the problem: "...poverty causes crime, unemployment causes crime, youth in revolt causes crime, lax parents produce crime and lenient courts encourage crime. These are problems of government...". That year the Canadian Association of Chiefs of Police established the Crime Prevention Committee. From the beginning it promoted a multi-sector approach, in response to the Canadian public's "increased understanding that crime prevention is not the sole responsibility of the police department".²

In the past two decades, the CACP has advanced its knowledge about the most progressive and cost-effective means of preventing crime (especially among youth) and victimization (especially of children, youth, Aboriginal peoples, women and people from marginalized groups). The CACP has been informed by clear evidence derived from research and, more importantly, practical experience around the world.

The CACP's crime prevention work at the national level was largely synchronized with Canada's National Crime Prevention Strategy (launched in 1994) until the Strategy was re-positioned to focus on the population of offenders and those immediately at risk and funding was directed to projects in local jurisdictions rather than national initiatives. This shift left a policy leadership void on early prevention measures allied to social development. Since 2002 the CACP has adopted six resolutions seeking federal leadership, both in moving beyond the current limitations of the re-focused National Crime Prevention Strategy and in addressing serious socio-economic issues that have a long-term impact on community safety, health and well-being.³

As some of Canada's police chiefs recognized in 1913, and as accepted world-wide, the root causes of crime cannot be tackled without attention to such systems as medical (health, mental health, addictions treatment), and social (literacy, education and training, violence prevention, community engagement, employment, social inclusion, housing, recreation).⁴ In Canada these systems and activities are largely within the mandates of the provinces and are delivered and experienced at the local community level.

This reality led the Chiefs to reach out to forge a collaborative relationship with social-mandate organizations. The CACP has been joined since 2005 by more than 30 national partners in the Coalition on Community Safety, Health and Well-being. Coalition members agree that community safety, health and well-being is a shared responsibility that requires federal leadership and national coordination provided by a national infrastructure, to bring together orders of government in support of local efforts that address the multiple factors contributing to crime and social disorder.⁵

Such a responsibility centre is needed in Canada, and is recommended by many authorities. The United Nations *Guidelines for the Prevention of Crime (2002)*, developed with Canadian leadership at a meeting of UN Experts hosted by Canada, set out the approaches that governments and civil society should take, beginning with social development measures that address the risk factors of crime and victimization.

The *Guidelines* define the responsibilities of governments as (a) establishing centres or focal points with expertise and resources; (b) establishing a crime prevention plan with clear priorities and targets; (c) establishing linkages and coordination between relevant government agencies or departments; (d) fostering partnerships with non-governmental organizations, the business, private and professional sectors and the community; and (e) seeking the active participation of the public in crime prevention by information of the need for and means of action and its role.⁶

A national responsibility centre for community safety, health and well-being is needed to bring focus and coordination to the existing policies and programs in economic and social portfolios; identify investments needed by Canadian communities to offset social service and criminal justice expenditures; stimulate and promote community safety partnerships; and develop a strategic framework to ensure that Canada uses its available knowledge, expertise and resources.

The time has come for the federal government to exercise leadership among orders of government. A responsibility centre, the "institutional framework" recommended by the United Nations, is needed to perform this important leadership role. The leadership of the federal government at this time can truly put into action the vision and hopes of past and present policing leaders.

References:

- 1 Policy statement of the CACP as articulated in Resolution 2002-03.
“Community Safety, Health and Well-being: a Vision for a National Strategy as approved by CACP Board of Directors, 23 February 2008
- 2 “Police Chiefs and Crime Prevention: Voices from the Annual Conferences, 1912 to 1972”, prepared by Sandra Wright, Manager, Coalition on Community Safety, Health and Well-being, April 2009
- 3 Resolution 2002-03 Community Safety, Health and Well-being
Resolution 2004-01 Media Violence
Resolution 2005-02 Services to young persons to support the Youth Criminal Justice Act
Resolution 2006-05 National Community Safety Action Plan
Resolution 2008-02 National Responsibility Centre for Community Safety, Health and Well-being
Resolution 2008-03 National Poverty Reduction Strategy
- 4 “Why Take Action?”, Module 1: Safety and prevention: a strategic issue for municipalities, sections 1.4, 1.6, in *The Key to Safer Municipalities*. Toolkit produced by the Fondation Docteur Philippe-Pinel with the financial support of the National Crime Prevention Centre and technical assistance provided by the International Centre for the Prevention of Crime, ca 2007.
- 5 “Community Safety Round Table Consolidated Key Messages”, Coalition on Community Safety, Health and Well-being, May 2006
Conference Report “Strengthening Canadian Communities: A National Showcase on Community Safety, Health and Well-being”, March 4-6, 2007
- 6 “United Nations Guidelines for the Prevention of Crime”, United Nations Commission on Crime Prevention and Criminal Justice, Report on the eleventh session (16-25 April 2002), Economic and Social Council, Official Records, 2002, Supplement No. 10

**FEDERAL LEADERSHIP ON COMMUNITY SAFETY,
HEALTH AND WELL-BEING**

Media Lines:

- Community safety requires well-functioning individuals, families and community institutions.
- When crime and victimization are prevented, there is less need for police, the courts and the corrections system.
- It makes good economic sense to invest in prevention measures that are proven to work, in both the short and longer term.
- Most of these measures are outside the criminal justice system: such as health, mental health, addictions treatment, education and training, literacy, violence prevention, positive youth development, employment, social inclusion, housing and recreation.
- The Canadian Association of Chiefs of Police (CACP) and its partners in the Coalition on Community Safety, Health and Well-being have identified the need for government leadership to bring together these ingredients.
- The CACP is asking the federal governments to create a new national responsibility centre for community safety, health and well-being with a mandate spanning the portfolios of justice, health, human resources and others with social and economic mandates.
- It would incorporate the National Crime Prevention Centre and be given a mandate to and responsibility for federal-provincial-territorial coordination. Coordination is needed to ensure policy and program consistency among departments whose mandates are outside the justice portfolio and have a direct impact on community safety, health and well-being.
- This responsibility centre would assist federal and provincial governments in coordinating their community safety efforts, support coordinated efforts of national non-governmental association, and serve as a resource centre to support community based strategies.

**MODERNIZING THE DRIVING PROVISIONS OF THE
CRIMINAL CODE**

Submitted by the Traffic Committee

- WHEREAS** operating a vehicle is a privilege and not a right, it is therefore subject to limits regarding licensing, observance of the rules of the road and sobriety, and;
- WHEREAS** impaired driving is the leading criminal cause of death in Canada responsible for more than 900 fatalities annually, and;
- WHEREAS** research commissioned by Transport Canada on the social cost of motor vehicle collisions in 2007 reveals that the total social cost of road crashes in 2004 in Canada was \$63 billion; one-third of this cost can be attributed to crashes involving a drinking driver, and;
- WHEREAS** the breath testing provisions of the Criminal Code are 40 years old and have been repeatedly amended, and;
- WHEREAS** the Law Reform Commission Report on Recodifying Criminal Procedure, 1991 found that the law governing the procedure for the investigation and proof of alcohol- and drug-related driving offences was unnecessarily complex, and;
- WHEREAS** approved instruments when operated by qualified technicians provide reliable and accurate results of blood alcohol concentration, and;
- WHEREAS** research reveals that during the past decade, despite extensive public relations and education campaigns by various government agencies and special interest groups; as well as extensive anti-drinking and driving enforcement campaigns by the police, little progress has been made in reducing the scope of the impaired driving problem, and;
- WHEREAS** Parliament in the Tackling Violent Crime Act addressed the problem of the abuse of the evidence to the contrary defense but did not address many other technical requirements in the Criminal Code that detract from the ability of the police to enforce the Criminal Code particularly with respect to the over 80 offence, and;
- WHEREAS** the Standing Committee on Justice and Human Rights held hearings on impaired driving in February 2008 and again in February 2009,

THEREFORE BE IT RESOLVED that the Canadian Association of Chiefs of Police calls on the Government of Canada to give a high priority to modernizing the driving provisions of the Criminal Code to make it more effective by consulting with the provinces, the Alcohol Test Committee, law enforcement and other stakeholders to make the Criminal Code simpler to enforce including consideration of:

- Rewriting the entire impaired driving provisions in plain language rather than proceeding by piecemeal amendments;
- Reducing the number of driving offences;
- Rationalizing the penalties and prohibitions; and
- Eliminating unnecessary provisions and overly tight timelines.

BE IT FURTHER RESOLVED that the Canadian Association of Chiefs of Police calls on the Government of Canada to include in the modernization of the driving provisions of the Criminal Code Random Breath Testing (RBT).

**MODERNIZING THE DRIVING PROVISIONS OF THE
CRIMINAL CODE**

Submitted by the Traffic Committee

Commentary:

Despite extensive public relations and education campaigns by various government agencies and special interest groups; as well as extensive anti-drinking and driving enforcement campaigns by the police little progress has been made in the past decade to reduce the scope of the impaired driving problem in Canada.

Research conducted by the Traffic Injury Research Foundation (TIRF) in 2007 found that in a poll on drinking and driving some 1.84 million Canadians reported driving at least once while they thought they were over the legal limit, up from 1.7 million the previous year. This same poll also found that the percentage of motorists who drove while they thought they were over the legal limit climbed to 8.2%, up from 5.6% in 2004.

Repeated road safety polls by TIRF reveals that Canadians are more concerned about drinking and driving than any other societal issue and that almost one-quarter of Canadians report knowing a family member or close friend who was an innocent party to a vehicle collision involving a drinking driver.

The 2008 Road Safety Monitor reports that 77.7% of Canadians think that drivers should be required to submit to tests of physical coordination if suspected of being under the influence of alcohol or drugs and that 66.9% agreed or strongly agreed that the police should be allowed to do random breath tests to detect drinking drivers.

Impaired driving is the leading criminal cause of death in Canada, and the policing community has long recognized the need develop and adapt techniques to enable officers to more effectively detect, apprehend and convict impaired drivers.

The Canadian policing community has long been frustrated with the existing complex federal legislation governing driving offences and believes that modernizing this legislation will enhance public safety.

In evidence before the Standing Committee on Justice and Human Rights, Mr. Greg Yost of the Department of Justice said “With respect to the simplification, our federal-provincial committee has for many years recognized that this is a problem. However, we've been developing the drug-impaired driving provisions, and those things that went into Bill C-2. We are now meeting fairly regularly and going through the Code virtually line for line with the provincial prosecutors who deal with these things every day.”

The Canadian Association of Chiefs of Police believes that this review by the Department of Justice and provincial prosecutors should be made public as a basis for consultations on the simplification of the Criminal Code.

MODERNIZING THE DRIVING PROVISIONS OF THE CRIMINAL CODE

Submitted by the Traffic Committee

Media Lines:

- Operating a vehicle is a privilege and not a right; it is therefore subject to limits regarding licensing, observance of the rules of the road and sobriety.
- Impaired driving is the leading criminal cause of death in Canada responsible for more than 900 fatalities annually.
- Research commissioned by Transport Canada on the societal cost of motor vehicle collisions in 2007 reveals that the total social cost of road crashes in 2004 in Canada was \$63 billion; one-third of this cost can be attributed to crashes involving a drinking driver.
- The Law Reform Commission Report on Recodifying Criminal Procedure, 1991 found that the law governing the procedure for the investigation and proof of alcohol- and drug-related driving offences was unnecessarily complex.
- The Law Reform Commission Report on Recodifying Criminal Procedure, 1991 found that the law governing impaired driving was a product of fragmentary responses to scientific advances in the area as well as hardening public attitudes demanding more effective detection and prosecution of offenders. As a result this Commission believed that some provisions had become virtually unreadable. It is now time to move forward to modernize the driving provisions of the Criminal Code.
- Scientific advances have led to the manufacturing of approved instruments, which when operated by qualified technicians provide reliable and accurate results of blood alcohol concentration.
- Independent research reveals that during the past decade, despite extensive public relations and education campaigns by various government agencies and special interest groups; as well as extensive anti-drinking and driving enforcement campaigns by the police, little progress has been made in reducing the scope of the impaired driving problem.
- The random breath testing of drivers will greatly assist in the protection of the public by removing more impaired drivers from the road.

- A 2007 Transport Canada/MADD survey revealed that 80% of drivers surveyed had not been in a police check point for alcohol in the past 12 months and there was not a lot of confidence that an impaired driver would be stopped on the road. This same study revealed that 66% of respondents believe that police should be allowed to randomly require all drivers to give a breath test to help detect impaired driving. These are the situations that Randomized Breath Testing (RBT) is meant to address by increasing the perception of possible apprehension of impaired drivers.
- As a reasonable extension to RBT, it would be very beneficial to the police to have the authority to demand a breath/blood sample from drivers involved in traffic crashes, even if reasonable suspicion of the consumption of alcohol did not exist. In cases where the driver is unable to physically provide a breath/blood sample, it could become standard practice for medical practitioners to draw blood samples for use by the police. This would be helpful to police investigating fatal and serious traffic crashes.
- RBT has been used in Australia, New Zealand and according to the European Transport Safety Council; RBT now exists in 23 member states of the European Union. After the introduction of RBT, New Zealand experienced a 32 % reduction in night-time and fatal crashes. After introducing RBT, Queensland Australia experienced a 35% reduction in all fatal collisions. RBT came into force in Ireland in July 2006 and was credited by the Road Safety Authority with reducing the number of people being killed on Irish roads by 23%.
- In all of these cases, RBT was implemented in conjunction with aggressive traffic enforcement and public education campaigns. The solution to impaired driving is as complex as the problem; however each gain is not made in isolation. The correct tools used in a multi-faceted approach have been proven to be most effective. RBT is a cornerstone to success in Europe, New Zealand, Australia and Ireland in reducing impaired driving.
- By imposing RBT, the Government of Canada would be adopting a program that has been amongst the most effective methods of creating deterrence to impaired driving in other democratic societies. RBT is rationally connected to the objective of reducing the harm caused by impaired driving.
- By modernizing the driving provisions of the Criminal Code, the federal government will be taking action to improve public safety on Canadian roads and reducing the associated societal impact and costs.

**IMPROVING AIRPORT SECURITY
THROUGH THE COORDINATION AND INTEGRATION OF
POLICING SERVICES AT CANADA'S AIRPORTS**

Submitted by the Organized Crime and Aviation Security Committees

- WHEREAS** the safety and security of airports in Canada depends upon the effective policing of law enforcement and private security agencies, and;
- WHEREAS** there must be a coordinated national partnership amongst all levels of providers of safety and security at class I airports in Canada to ensure the timely provision of sufficient and consolidated services, and;
- WHEREAS** there must be an integration of policing resources along with information sharing to ensure an effective policing model at airports in Canada, and;
- WHEREAS** studies have shown that organized criminal groups including international and local terrorist groups constantly explore and exploit gaps in security and policing within the infrastructure of any organization, and;
- WHEREAS** the current Airport Policing and security structure in its fragmented state has created gaping holes for organized criminals to infiltrate,
- THEREFORE BE IT RESOLVED** that there be an integration of stakeholders involved with the safety and security of airports, and;
- BE IT FURTHER RESOLVED** that the necessary security clearances be provided for key people from the stakeholders in order to share intelligence, and;
- BE IT FURTHER RESOLVED** that a unified and single chain of command be established to ensure consistent enforcement and security approach to airport policing.

**IMPROVING AIRPORT SECURITY
THROUGH THE COORDINATION AND INTEGRATION OF
POLICING SERVICES AT CANADA'S AIRPORTS.**

Commentary:

The Canadian Police, Transport Canada and Airport Authorities recognize policing and security at Canadian airports is severely fragmented with no formal operational coordination. Currently airport Policing in Canada consists of several police departments of jurisdiction and private security firms who provide policing services and airport security at various class I airports with the RCMP providing federal policing services. Creating a single chain of command and developing a national policy and coordination centre, in consultation with Transport Canada, CATSA, airport authorities and police departments of jurisdiction, will reduce barriers and provide a consistent enforcement and security approach to airport policing. Reducing the fragmentation within the airport security envelope must become a priority for police and airport executives.

Sampling of Studies, Reports, and Workshops:

- “Project SPAWN, a Strategic Assessment of Criminal Activity and Organized Crime Infiltration at Canada’s Class I Airports” report prepared by RCMP Criminal Intelligence in October 2008

**IMPROVING AIRPORT SECURITY
THROUGH THE COORDINATION AND INTEGRATION OF
POLICING SERVICES AT CANADA'S AIRPORTS**

Media Lines:

- RCMP Criminal Intelligence (CI) conducted a strategic assessment of criminal activity and organized crime infiltration at eight of Canada's class 1 airports (international). The assessment/report was conducted at the request of the Federal Enforcement Branch (FEB). This project began in January 2007 and included data from a selection of police files opened at the following airports – Vancouver, Edmonton, Calgary, Winnipeg, Toronto, Ottawa, Montreal (Trudeau) and Halifax. The files used for this research were dated between January 2005 and August 2007, and therefore represent a specific time-frame.

- Internal conspiracies and employee corruption is a security risk at Canadian ports of entry, such as airports. Organized crime groups continuously explore and develop new smuggling routes, devise sophisticated concealment methods, and look for gaps in security measures in order to conduct their illegal business. Criminal organizations are motivated first and foremost by profit. They will seek out any opportunity to exploit our society and markets for economic gain. With profit as their primary motivator, criminal organizations will exploit any means of moving product, often with little concern for safety.

- The RCMP is responsible for federal statute investigations, such as those involving drugs or other contraband at Canada's airports. The police force of local jurisdictions (which in some airports is the RCMP and in others is the provincial or municipal police service) enforces provincial statutes and Criminal Code offences such as thefts and assaults. Although the RCMP is responsible for the enforcement of federal statutes it does not have federal resources continuously onsite at all airports. There are Airport Federal Enforcement Section (AFES) units on site at the Montreal, Toronto and Vancouver international airports.

- Detecting and deterring organized crime in all its facets remains a strategic priority for law enforcement. We will continue to strive for improved coordination and cooperation amongst partner agencies responsible for targeting criminal activity at major international airports.