

**RCMP**



ROYAL CANADIAN MOUNTED POLICE

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# GAZETTE

HOW CAN  
POLICE LEADERS  
BETTER PLAN FOR  
THE FUTURE? P. 12

VOL.75, NO. 1, 2013

## FUTURE OF POLICING

BE READY TO  
CHANGE  
AND ADAPT

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Canada



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*S/S/M James Robinson painting death masks at the Crime Detection Laboratory in Regina, Sask., circa 1940.*

*Photo: Nicholas Morant, National Film Board*





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## LOOKING FORWARD

This year marks the RCMP *Gazette's* 75<sup>th</sup> year of publication. We've changed quite a bit since our first issue in 1938, but rather than revisit the stories that were, for our first issue of 2013, we thought it apt to look forward.

The future of policing is not just about predicting what kinds of crimes will occur or what new device will be in use 10 years from now. Rather, it's about how we're becoming better at what we do today through efficiencies, better approaches, new partnerships and focused leadership.

In our cover section, we look at several ways in which police are changing, adapting and improving to address today's trends and tomorrow's challenges.

Policing has become more complex. Writer Mallory Procnunier reports on Project Stoique, a sensitive multi-jurisdictional national security investigation that concluded with an arrest in 2012. While investigators from several specialized units and other agencies worked on this groundbreaking case, a compartmentalized approach ensured that none of the sensitive details were compromised.

Policing beyond conventional borders is another challenge as criminal activity unfolds quickly and discretely over the Internet. But working in isolation only benefits the criminals. Sigrid Forberg sheds light on Operation Snapshot, a project that involved 14 police agencies, 32 investigations, and the seizure of hundreds of thousands of child exploitation images. Most importantly, this well co-ordinated multi-agency approach led to the rescue of an abused boy.

As much as innovative operational approaches are important in our arsenal against crime, so is old-fashioned prevention.

The RCMP in New Brunswick is successfully diverting at-risk youth from the courts by linking them with existing community services, and reducing crime — a winning outcome.

In addition, the RCMP's Integrated Market Enforcement Team (IMET) program is targeting 'criminalized professionals' — lawyers, accountants and investment bankers who are recruited by organized crime groups. The IMET's Meet the Street



initiative reaches out to students in these fields to encourage ethical decisions in their future careers before mistakes are made.

In our data-driven world, police departments must confront their digital futures. Former NYPD Commissioner William Bratton, who championed the data management tool CompStat in New York, and co-author Zachary Tumin, share their thoughts on what factors are essential if police agencies wish to translate data to results.

Dr. Tullio Caputo of Carleton University in Ottawa discusses the future of policing in Canada, the forces that are driving change and the need for agencies to develop visionary leadership. He argues that to embrace change, police need to think differently.

Lebanon's Internal Security Forces (ISF) did just that by breaking away from its traditional men-only force and officially opening its ranks to female recruits in 2012. Major Suzan el Hajj, the first female police officer hired by the ISF, led the training. She talks about the realities of modernizing a police force.

There's much more to read in our first issue of 2013, and we hope that you'll find it as interesting to read as we did to assemble. ■

— Katherine Aldred

**ON THE COVER:** Cst. Sherri Curley swipes a driver's licence using the new electronic summary offence ticketing system in Nova Scotia. Story on page 5. Photo: Lane Farguson

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## COMMONWEALTH, COMMON CHALLENGES

The Australian Outback may not seem to have much in common with the Canadian North, but when it comes to policing issues, they share some important challenges.

With that in mind, RCMP in the Northwest Territories hosted Queensland Police Service (QPS) Sr. Sgt. Graeme Reeves in August. Reeves had won a scholarship from the *Courier-Mail*, a daily newspaper in Brisbane, to research policing activities overseas and publish a report on his findings.

Since 2010, he had been studying the possibility of using the fly-in, fly-out model in rural Queensland as a solution for rural vacancies. The RCMP's approach was chosen because of the similarities between the two policing agencies and the kinds of issues they face.

"Take away the landscape and weather and I could easily have pictured myself in a Queensland remote community," says Reeves. "Where you deal with the cold and snow, we deal with heat and flies."

S/Sgt. Colin White, who hosted Reeves during his stay in Yellowknife, says in talking with Reeves, he learned that even on the other side of the world, the crime and social

issues are the same.

"It seems like alcohol and drugs really drive crime in most countries," says White. "It's always enriching to meet other police officers and it's interesting to find out that policing isn't really that much different in most parts of the world."

But not all the challenges are the same. The QPS has a hard time attracting young members to rural detachments. A major obstacle is the cost of living. Where in small mining communities in Australia the rent may run up to \$1,000 per week, RCMP members have force and public works housing and incentives for living in the North.

But White says he thinks it's the sense of adventure that brings members north. An adventure that Reeves, who had never seen snow until the age of 42, experienced firsthand.

"Being told you need to carry bear spray after spending two days walking around the bush trying to photograph a grizzly was pretty memorable," says Reeves. "Fair dinkum this put the wind up me a bit and I made sure I was a bit more careful



Sr. Sgt. Graeme Reeves, pictured with RCMP pilot Jon Glover, travelled from Queensland, Australia to Canada's North to learn about the RCMP's fly-in, fly-out model.

after that!"

Reeves' report is in its final draft. He says he hopes his research will become the catalyst for further studies at a national level. ■

— Sigrid Forberg

## NOVA SCOTIA GETS ELECTRONIC TICKETING

RCMP members in Nova Scotia are taking tickets into the digital age.

In October, after a year-long pilot project, the RCMP began rolling out the electronic summary offense ticketing (ESOT) system across the province.

Nova Scotia is the first province in which the RCMP will be using e-ticketing. During a traffic stop, members whose vehicles are equipped with the system can input a violator's information directly into an electronic form on their in-car computers. Those with printers installed next to their vehicle's arm rests can print a copy of the ticket, hand it to the violator and leave the scene with that information already in the RCMP's record management system.

E-ticketing is also linked with the Nova Scotia Department of Justice's case management system so members can send ticket information directly to the province once they enter it into their computers.

"Within one minute of uploading the ticket, it's in the court," says Insp. Ray

Oliver, who heads Traffic Services for the RCMP in Nova Scotia. "A person could get a ticket and 15 minutes later they can be at the courthouse to pay it."

David Aikens, of the Nova Scotia Department of Justice, says the electronic nature of the tickets has lightened the provincial government's workload because they receive them as they happen instead of all at once.

"In the past, because the ticket took so long to get it into the system, people would go to the front counter and say they wanted to pay their ticket when we didn't have any record of it yet," Aikens says. "That's always been a bit of a complaint from the public and that's gone away."

This efficient way of ticket issuing also has huge benefits for officer safety.

"The less time our members spend on the side of a highway issuing tickets where traffic is always a concern and danger to our members, the safer they will be," says Oliver. "We're reducing the time



E-ticketing allows members to swipe licences and upload information to both the RCMP and Nova Scotia Department of Justice case management systems.

of exposure."

Currently, all traffic services members in the province are equipped with e-ticketing. And by February, all operational police vehicles in each Nova Scotia detachment are scheduled to be set up. ■

— Mallory Procnier



## RCMP SECURES EUROPOL CONNECTION

Ottawa's Interpol office has established a secure connection with Europol. This network will facilitate the exchange of information and intelligence between the two agencies.

In 2005, the RCMP was named as Europol's sole point of contact for Canada. Until a direct secure connection could be established, the burden of exchange fell to liaison officers (LOs) stationed in The Hague.

Insp. Glenn Martindale, who was an LO in The Hague shortly after the agreement was signed, remembers having to stand on street corners to exchange CDs of information securely.

Now the director of INTERPOL Ottawa, Martindale says the secure connection will not only take that pressure off the LOs, it will also ensure the RCMP receives correspondence right away.

"The liaison officers are busy with their

bilateral mandates and priorities, so the extra burden of having to drop what they are doing to go to the Europol office and transmit information to our Ottawa office will be eliminated," says Martindale.

Michel Lepine, the crime unit analyst for the Interpol office, is responsible for monitoring the information coming in from The Hague. Because Europol focuses on analytics over operational cases, the information on trends and criminal networks can be informative and helpful for Canadian agencies.

"It's a very useful database," says Lepine. "And I think that demand will continue to increase because it's a good service. They have all kinds of data from across the continent that our units are interested in."

Europol consists of 27 member states and has identified several criminal focal

points of interest, including credit card skimming, outlaw motorcycle gangs, contraband products and synthetic drugs — all of which Canadian law enforcement have an interest in.

Because the RCMP is the sole point of connection, Lepine is responsible for filtering and forwarding to not just the RCMP's own units, but other law enforcement agencies across the country.

"Europol has police officers, border control officers, security officers so it's not just police," says Martindale. "It's very important that all Canadian agencies can receive and transmit information to Europe so we need to work with and include our law enforcement partners." ■

— Sigrid Forberg

## COPPER CRIME ON THE CLIMB

The RCMP in Alberta has partnered with industry stakeholders to combat a growing trend in copper theft.

Over the past 10 years, the value of copper has increased 290 per cent. Theft of copper from remote communication towers, tilting lines or construction sites has had a huge financial impact on the industry, some reporting annual losses in the millions.

And paired with the fact that there are no identifying markers to differentiate illegally obtained copper from the legitimate,

the ease with which it can be stolen from remote and rural sites, and the relatively light sentences offenders face if convicted, thieves face few deterrents.

"A lot of the time, people committing this crime are feeding an addiction," says Cpl. Shawn Boutin, the non-commissioned officer in charge of auto theft in Alberta South. "They think it's a victimless crime, which it's not. It's affecting us all."

Because copper is often used to ground electricity at these sites, its removal poses

a serious safety threat to first responders, industry employees and the thieves themselves. In May 2012, a 25-year-old man was electrocuted to death while attempting to steal copper wire from an underground installation.

Dean Young, the manager of security for Altalink, an electricity transmission company in Alberta, says damage to communication lines also poses a significant threat. The potential loss of 911 services or communications to hospitals as well as the safety and reliability threats make copper theft much more than commodity-based crime.

The RCMP, Calgary Police Service and Edmonton Police Service have been working with Young and his counterparts in the industry on a Provincial Electricity Physical Security working group. Together, they are educating one another on the implications for each side regarding copper theft and finding ways to adequately address the problem.

"We want to be part of the solution," says Young. "It's really easy for the industry to say, 'hey, we have an issue here, please fix it.' But that's not going to solve the issue. We have to work together and think of creative and innovative solutions." ■

— Sigrid Forberg

As the value of copper wire climbs, so has the number of copper thefts. The RCMP in Alberta is working with industry stakeholders to educate and create awareness about the issue.







The RCMP's IMETs are keeping criminalized professionals, some of whom might work on Toronto's Bay Street financial district, on their radar.

# THE BEST OF THE WORST

## CRIMINALIZED PROFESSIONALS CREATE NEW CHALLENGES

By Mallory Procnier

Capital markets are facing a new threat — fraud facilitated by some of the biggest minds in the business.

They're known to the RCMP's Integrated Market Enforcement Team (IMET) program as "criminalized professionals" — lawyers, accountants, investment bankers, advisors or anyone with a professional designation or certification that may be participating in capital markets with the intent to commit fraud.

They're not necessarily leading the charge, but with their knowledge of the markets, they're targeted by organized crime groups looking to make quick money.

"For the most part, organized crime groups' barrier of entry is their lack of knowledge, so if they can convert a professional or a person who can place investments, they can facilitate that criminal offence," says Insp. Denis Desnoyers, director of IMETs in Ottawa.

There are a variety of frauds these criminalized professionals are committing.

Desnoyers says market manipulation, such as pumping up the value of a stock and then selling it when it's at its peak is the most prevalent.

### PROJECT STOCKHOLDER

Before 2010, IMETs weren't wholly aware of what the impact of criminalized professionals was on capital markets. To gather more intelligence, they began Project Stockholder with the RCMP's criminal intelligence directorate in February 2010 by reviewing all capital market cases involving Canadian police.

From this research, they learned that the RCMP is responsible for 90 per cent of securities enforcement cases in Canada.

"That gave us a mandate to take more of a leadership role in these cases and to work more on the strategic intelligence side as opposed to just reacting to complaints," Desnoyers says.

Project Stockholder, which is now complete, was the first of four phases. The

next steps are for IMETs to gather data from securities commissions, conduct a data mining exercise to collect more intelligence and finally participate in a live exercise to monitor suspicious market activity in real time.

"In a sense we are endeavouring to patrol a virtual village," says Desnoyers.

And with a better understanding of what's going on, investigators are able to understand who the active criminal professionals are, how they're connected and who to arrest first to disrupt the largest network.

"We're now much more aware, able to target what we're doing and perform in a proactive manner," Desnoyers says. "We're much better able to recognize when something is occurring in the capital markets."

### AHEAD OF THE CURVE

But as crimes change and criminals no longer fit the stereotype, it takes new methods to stay ahead of them.

"We were so busy dealing with all the big files that we really didn't have time to get



to know our community,” says Supt. Dave Bellamy, who heads Toronto IMETs.

Toronto IMETs’ approach to criminalized professionals is to revert to old-fashioned police work and get out and meet their community — on Bay Street.

Patrick Kong, a market analyst with Toronto IMETs, came up with the Meet the Street initiative, where IMET members go to Bay Street businesses and talk to the top compliance officers from investment dealers, pension funds, stock exchanges and asset management companies to raise awareness about criminalized professionals.

For the past two years, IMET members have been talking about their mandate, how they work and what type of cases they investigate. By speaking to the citizens of Bay Street, Toronto IMETs hope to build a relationship with the investment community so they feel comfortable asking for advice or providing information about a potential crime.

This can also reciprocate when Toronto IMETs seek industry expertise for an investigation.

Kong says Bay Street’s response to Meet the Street has been overwhelmingly positive because, generally, most of them are just trying to do the right thing.

“They all recognize that working collaboratively with the RCMP is good for business,” Kong says. “They recognize that their reputations are at stake if they are at the controls when things go south.”

Toronto IMETs have also recently expanded the Meet the Street initiative to include presentations to Masters of Business Administration students at several Canadian universities. Bellamy says these presentations focus on crime prevention by encouraging students to make ethical decisions in their future careers that won’t make them part of a criminal investigation.

But when it comes to new types of crimes and criminals, such as criminalized professionals, IMET members agree that awareness and interconnectedness is key for both prevention and enforcement.

“When we think about emerging criminal trends in capital markets, we don’t look at a file or a person in a vacuum,” Kong says. “We try to get that bigger picture of how they are connected.” ■

## A TANGLED WEB

### POLICING BEYOND CONVENTIONAL BOUNDARIES

By Sigrid Forberg

As criminal activity on the Internet continues to transcend jurisdictions, police officers are finding new ways to break down those traditional barriers. In the case of Internet child exploitation, the web has only made it easier for offenders and more difficult for investigators.

Canada’s Internet Child Exploitation (ICE) units tend to spend the majority of their time responding to the overwhelming number of complaints and referrals they receive. But earlier this year, 14 agencies, including provincial units, took five months to participate in Operation Snapshot, a proactive investigative operation targeting online child predators.

The project led to 32 investigations and more than 100 computers and hard drives seized along with hundreds of thousands of images. Most importantly, a boy who had been abused for several years was rescued in Saskatoon, Saskatchewan.

“We’d like to think that we can go through doors all the time and rescue kids but that unfortunately doesn’t happen all that often,” says Sgt. Darren Parisien of the RCMP’s Canadian Police Centre for Missing and Exploited Children. “We were lucky enough to experience that once on this investigation. And obviously that was a highlight for us all.”

Parisien, who led the investigation, approached ICE units in Manitoba, Saskatchewan, Alberta, the Northwest Territories and Nunavut about their interest in participating in a multi-agency investigation.

S/Sgt. Ron Weir, the officer in charge of the Saskatchewan ICE unit, which comprises several different municipal forces as well as the RCMP, says it was an easy decision.

“We said absolutely,” says Weir. “When we work as integrated units, it gives us a lot more resources to pull from. We’re all out for the same outcome and the integrated approach tends to get us the desired results.”

Sgt. Stephen Rear, with the RCMP in Manitoba’s ICE unit, adds the multi-agency approach is crucial for keeping up with offenders online. Rear says the biggest trend now is using smartphones to discretely share

images and information and that police organizations need to work to stay on top of these developing technologies.

“Years ago, when this was new, everyone worked in silos and it’s only been the last few years where we’ve gotten together to share information,” says Rear. “We get better results because we share what works, what doesn’t, best practices, case law and our struggles.”

And not only are offenders sharing on social media, but they’re now also using it to find and groom victims.

Unfortunately, with the ease in which things can be shared or accessed, what might seem innocent can quickly go the other way. While offenders used to have to hang around parks and schools to make contact with children, now it can be as simple as the click of a mouse.

“The kids don’t understand the severity of the things they can get involved with,” says Weir. They just want to have the most friends regardless of whether they know them and they might be allowing possible offenders to make contact with them.”

Education has become a top priority for police across the country. Targeting everyone from teachers and parents to the youths themselves, Rear says it’s important to get the message out that once you put something out into cyberspace you can’t control where it might end up.

“Whenever we talk to kids, we’re trying to get it out there what long-lasting effects their decisions can have,” says Rear. “And when we notice a lot of complaints from certain areas, we do try to get out there to target the schools for presentations on the topic.”

While education will hopefully lessen the case load in the future, Parisien says police need to continue perfecting their approach — especially when it comes to working together.

“I think police are very good at identifying where we struggle and need to improve and I think one of those areas is co-ordination,” says Parisien. “Offenders certainly share their materials, chat, and run into each other on purpose. We just need to work on expanding our horizons and doing better.” ■





# BREAKING THE CYCLE

## RCMP DIVERT AT-RISK YOUTH FROM CRIME

By Sigrid Forberg

A mark on their criminal record can limit a youth's options well into adulthood. Once they've entered the criminal justice system, it's hard to turn their lives around.

But under the *Youth Criminal Justice Act* (YCJA), police can exercise extrajudicial measures when youth get involved in crime.

With that in mind, the RCMP in New Brunswick has set out to divert at-risk youth from the courts by linking them with community services. Research has suggested that if the risk factors that originally led youth to crime are dealt with, it has a long-term impact on reducing crime.

Insp. Rick Shaw, the officer in charge of the crime reduction unit in New Brunswick, says the RCMP is very good at catching bad guys and putting them in jail, but that the basic principles of policing speak to a responsibility to prevent crime as well.

"Canada is a safe country because parents and schools are doing a great job with most youth, but there is always that group who are starting to get involved in crime," says Shaw. "They aren't prolific offenders or career criminals, but they may be on that trajectory and we have an obligation to use the YCJA to assist them."

That group of youth, the moderate to high-risk teens from ages 12 to 17, can often still turn things around with the help of the right services.

### CONNECTED FOR CHANGE

Shaw has overseen the implementation of the Youth Intervention Diversion program in New Brunswick. Community Programs Officers (CPOs) connect with various members of the community from school counsellors to mental health professionals and addiction services.

The CPOs are civilian members of the RCMP. Until 2009, their jobs mostly consisted of doing school presentations and interacting with low-risk kids. Seema Poirier, a CPO in Campbellton, says the changes have been very positive for all involved.

"The whole point is to avoid youth getting a criminal record so they can get their lives back on track," says Poirier. "I think it's



Local RCMP Community Programs Officer and community partners in Campbellton meet to discuss youth at risk in the community.

something we have to do for the kids. When we adjust their issues from the start, rather than 25 calls for service in the future they might only need three."

But it's not only about reducing the burden for police officers. Poirier says the creation of the diversion committee and having those contacts makes it easier to share information and find more holistic solutions in a timely way.

On the other hand, it's not a get-out-of-jail-free card. If youth choose to continue committing crimes, they'll face charges the next time around.

Véronique Essiembre, a social worker with addiction services in Campbellton, says keeping young people out of the criminal justice system can make a world of difference.

One youth that she dealt with recently was caught with a large amount of drugs. Just 15 years old, Essiembre says he didn't understand the implications of having a criminal record, which could stand in the way of finding work for the rest of his life. The unfortunate irony in limiting their ability to get a job is how helpful employment can be to getting youth back on the right track.

"When they have a job, my goodness, it

makes such a positive difference in their lives, even with self-esteem or their drug use," says Essiembre. "But if they've been labelled as someone with a criminal record, they might continue that dangerous or risky behaviour."

### DIAGNOSIS FOR SUCCESS

Sometimes diversion can be a tough sell for members who already have a lot on their plates — it does take more time to intervene rather than press charges. But in the long run, it ends up taking files off their desks.

"It just makes sense to put this on our plates," says Poirier. "Because a lot of us are already connected in the community, we're able to be here for consistency. I think just the fact that community partners and youth are willing to participate shows that it's successful."

And they've seen success with many of the candidates. Essiembre says she thinks they got to the young man at the right time to turn things around.

"This is about getting the right youth to the right services at the right time," says Shaw. "You can't do that until you know the circumstances behind their behaviour so you need to do those screenings and assessments. You have to diagnose before you prescribe." ■

RCMP

COVER

FUTURE OF POLICING



Sub-Lt. Jeffrey Paul Delisle, the naval intelligence officer who sold military information to Russia, worked for a Canadian Forces base in Halifax, Nova Scotia.

## A SPY AMONG US

### PROJECT STOIQUE DISCOVERS BEST PRACTICES FOR COMPLEX INVESTIGATIONS

By Mallory Procnier

As a navy intelligence officer for the Canadian Forces in Halifax, Nova Scotia, Sub-Lt. Jeffrey Paul Delisle had access to considerable classified information.

Starting in 2007, Delisle sold this information to a Russian intelligence agency — something Canadian law enforcement agencies had never seen.

So when the RCMP was brought in to investigate, the complex crime demanded a rapid and multifaceted investigation known as Project Stoique.

#### THE RIGHT METHODS

Espionage activities have been happening for decades, but when he was eventually charged in January 2012, Delisle became the first person convicted under Section 16. (1) of the new Securities of Information Act.

“We’ve never done an espionage investigation as complex or serious as this,” says C/Supt. Larry Tremblay, director general of the RCMP’s National Security Criminal

Investigations (NSCI) in Ottawa. “Because these kinds of cases are extremely rare, we did not have a library of best practices or standard operating procedures from which to draw. None of our employees had ever worked on a file like this so we had to be innovative and take rapid action in the most informed way we could as the investigation unfolded.”

The facts of the case were daunting. Not only was the suspect an employee of the Department of National Defence, but sensitive information, investigative techniques and Canada’s national security reputation as a trusted partner were at stake. Consequently, the investigation was handled outside of Nova Scotia.

“We recognized that, due to the sensitivity of the national security criminal investigation, maintaining complete integrity over what we were doing was going to be critical to the success of the investigation,” Tremblay says.

To make sure the work of the inves-

tigation was not compromised, NSCI entrusted the RCMP in Montreal with gathering information and leading the criminal investigation.

“He didn’t know we were investigating and we could more easily conduct the investigation by taking all the precautions and without being detected because we were so far away geographically,” says Supt. Martine Fontaine who heads national security for the RCMP in Quebec.

By combining the diverse skills, experience and knowledge of NSCI employees with those of Montreal personnel, there were no gaps encountered in the investigation that could not be closed.

“It was real teamwork in that respect. With the knowledge of NSCI employees and our allies to help us understand what we were up against, we applied the techniques commonly used in these investigations to the best of our knowledge as quickly and efficiently as we could,” says C/Supt. Gaétan





Courchesne, head of criminal investigations for the RCMP in Quebec.

Continuing their unorthodox approach, NSCI also brought in the RCMP's Technical Operations, known as TechOps, at the onset of the investigation. Usually, these technical experts are not deployed until after the investigation begins to install wiretaps or other tools for investigators to use.

For Project Stoique, NSCI knew TechOps could provide invaluable information and help shape the investigation from beginning to end, in order to ensure sufficient evidence was gathered to present to the court in support of a criminal prosecution.

But due to the sensitive nature of the investigation, their briefings were limited to the tasks at hand. The "right to know" versus the "need to know" was one of Project Stoique's guiding principles.

"The employees here were only apprised of what the goals were and the technical capabilities they were up against," says C/Supt. Stan Burke, director general of the RCMP's technical investigative services. "They were not informed as to what country was involved or what the greater investigation entailed."

The compartmentalized approach to this top-secret investigation transcended outside of TechOps as well. Both TechOps and the investigative team in Quebec focused on their own activities and were not fully briefed on the activities of other investigative teams. Pieces of information were only brought together between teams at the highest command levels. For example, the investigative team who was monitoring Delisle's residence did not have access to the sensitive information obtained by the team who was monitoring his work site.

"Everyone was working in a focused and precise manner and that requires a lot of discipline," Tremblay says. "It was up to the integrated command structure to understand the bigger picture by putting all the pieces together."

This is not the normal way an investigation is conducted, but it was necessary in order to protect the integrity of the investigation and make sure there was no unauthorized disclosure of sensitive information.

"You could count on two hands the number of people in the RCMP who knew what we were doing and who we were targeting," Tremblay says.

Although units were isolated at the

working level, the information was connected at the top.

"All these pieces made their way to NSCI and that's where the decision-making took place in co-ordination with divisions and TechOps," Burke says.

## THE RIGHT PEOPLE

Civilian members and regular members at TechOps worked in unfamiliar territory for most of the investigation. They met demanding timelines and used new approaches to collect enough evidence for a successful prosecution, all while protecting the RCMP's sensitive investigative techniques.

"By bringing in the right people with the right skill sets that we're fortunate enough to have here, we were able to do things that some very skilled people had said would not be possible," says S/Sgt. Mark Flynn, who leads the RCMP's Special "I" covert intercept section.

RCMP in Montreal also learned a valuable lesson by engaging the Public Prosecution Service of Canada at the beginning of the investigation. This way, PPSC could participate in discussions with the partners and get the best results in the shortest possible time.

## LESSONS LEARNED

By using these methods, Project Stoique was a successful and comprehensive investigation — further loss of information was prevented and Delisle was quickly brought before the courts. He pleaded guilty in October and was sentenced in February 2013.

"All of our national security resources were fully engaged in counter-terrorism activities, so the fact that we were able to nimbly respond to a completely different national security threat — espionage — and pull this off when it began with 'this cannot be done,' is tremendous," Tremblay says. "This speaks to the incredible talents, professionalism, dedication and flexibility demonstrated by our people."

All those involved say they have learned a lot from this unprecedented case in terms of how to approach this type of complex national security crime.

Burke says TechOps is now taking a new approach by looking at the set of circumstances investigators face, figuring out what technical challenges could exist

and then assembling groups to come up with different scenarios that they could use to address those potential challenges.

Flynn says Special "I" has learned to have an array of techniques already created so that they could be combined strategically with others when necessary instead of always creating new, intricate and all-encompassing solutions for each specific investigation.

"We can't work that way anymore," Flynn says. "The budgets and the people aren't there so we have to be much more targeted in what we're doing to get the solutions we need in place when they're required."

Courchesne says strong, cross-border partnerships are vital in these types of cases and agencies must figure out how to work collaboratively at a distance.

"We have to use the best of what we've got inside, but also look outside and share those best practices and gather more information to come to quicker and stronger solutions like we have done on this case," Courchesne says. "Key partnerships with different agencies, whether it's international, municipal or provincial, are crucial when you're facing a challenge like that."

And as technology advances, so do the crimes it facilitates, so law enforcement needs to be aware of how criminals are using it. Fontaine says police also need to be aware of how to communicate via secure technology with other law enforcement agencies during a sensitive investigation because that will become the norm in the future.

"Phone call intercepts were the norm, but it's not like that anymore," Fontaine says. "We really need to be up to date on communications technology and systems and how to use them."

But everyone agrees that it's not about re-inventing the wheel to keep up with the increasing complexity of crimes.

"What's different in this file isn't a tool or a practice, but the persistence, innovation and planning that went into deploying every investigative technique available to the RCMP or any of our partners," Tremblay says. "The innovative part is tasking our diverse subject matter experts to do the individual pieces they're great at and creating the right command structure and environment to meet the new challenges." ■



# HOW CAN POLICE LEADERS BETTER PLAN FOR THE FUTURE?

## THE PANELISTS

- Cathy L. Lanier, Chief of Police, Metropolitan Police Department, Washington, D.C.
- Dr. Christopher Murphy, Department of Sociology and Social Anthropology, Dalhousie University, Nova Scotia
- Cal Corley, Assistant Commissioner, RCMP, Director General, Canadian Police College



### CHIEF CATHY L. LANIER

Certainly, one of the most critical future challenges facing police leaders today, especially those in high-growth urban areas, is whether they will be prepared to serve the rapidly expanding areas of economic development, both commercial and residential, within their jurisdiction.

Like many urban areas, Washington, D.C. is experiencing a staggering amount of economic development and population growth. This means that more stores, restaurants, offices and residences require expanded police attention. We must undertake prudent planning to ensure we're in the best possible position to handle those future challenges.

#### 1. *Be a part of development planning discussions from the very beginning.*

Cities often approach public safety and economic development as two separate issues. City leaders and private developers enact plans for substantial development and wait to engage the police department after the development has been constructed.

In reality, the police department should be involved from the first development planning discussions. By being involved early in discussions with developers here in Washington, I've been able to gather infor-

mation to craft specific patrol strategies well in advance.

Furthermore, by addressing specific concerns (enclosed spaces, inadequate lighting, narrow sidewalks, poor security systems, etc.) early on in the design stage, developers can alter their plans before it's too late.

#### 2. *Make your case.*

It's surprising that in this era of CompStat and complex statistical models, some police leaders lose their ability to make a persuasive, well-researched, evidence-based argument for why they require additional personnel to properly prepare for the future.

With competing priorities and constricted budgets, police departments are no longer getting additional resources simply by telling city leaders that more businesses and residents require more officers.

To help make our case in D.C., we analyzed every piece of available data, not just crime and population data. We looked at the number of planned housing units, stores, offices, bars and restaurants, as well as transportation data, business licence information and development patterns.

We also spoke to developers, business owners and other organizations. What we learned from our analysis helps us make a more convincing case to support our long-

term planning because we know which type of development has a greater impact on our workload and what that impact will be.

For example, we know how many taverns or bars can be on a city block before we need to increase the number of officers. We also know the milestone stages in development, and what the workload requirements will likely be during each of those stages.

#### 3. *Invest in good employees and efficient technology.*

Ultimately, even the best laid plans require good people to carry them out. Well-planned, strategic hiring is vital to ensure the department has high-quality employees and allows us to avoid the need to rush through the hiring process and compromise our recruiting standards.

Additionally, investments in the right technology ensure we're working smarter and more efficiently.

Good planning makes us a better prepared, flexible, and modern police department that can face the many challenges that lie ahead.

### DR. CHRISTOPHER MURPHY

*An investment in knowledge always pays the best interest.* — Benjamin Franklin

When I look into my policing crystal





ball regarding the future for Canadian police leaders, I see a need to prepare for both a predictable and an unpredictable future.

The predictable future problems are simply extensions of past problems that won't go away: too many calls for service, lots of conventional crime, occasional public mistakes, not enough resources, internal recruiting and promotion issues.

And then there are the predictable unpredictable ones such as occasional public order problems (political protests), public safety emergencies (hurricanes and pandemics), periodic security and terrorism threats (domestic and foreign) and new local-global crimes (cybercrime).

Overarching all these issues will be the central leadership and management challenge of using increasingly limited police resources to effectively respond to these issues, while at the same time retaining public and political confidence and support for a changed and diminished police service. Sound challenging?

The immediate future will, I think, be the era of "intelligent management" — an era where rationing and targeting valuable but scarce police services for maximum impact will be based more on new models of information, analysis and innovation. By necessity, intelligence- or evidence-based policing will become less of a buzzword and more of a reality.

This will require police leaders who are knowledgeable, reflective, analytical and creative — leaders who see information and knowledge as their friend and who are willing to invest resources in research to develop and create new knowledge. Even hockey and baseball coaches increasingly rely on deep-data analysis to help inform their management decisions.

Effective police leaders of the future will need to demonstrate both internally to their own members and externally to a skeptical public and politicians that their selective use of police resources is having a demonstrable impact on policing problems. "Show me the numbers!" will be the mantra of modern police management.

Policing has become too complex, too important and too expensive to be left to the mysteries of past practices, unexamined activities, untested assumptions and unclear outcomes.

While policing management will become more scientific or knowledge based,

policing remains fundamentally a social and political enterprise, not entirely governed by rational analysis, data and outcomes.

Any enterprise that directly involves conflict over behaviour, property, public safety and criminal justice will inevitably be complicated by social values and human emotions.

So while future police leaders will also have to be more evidence based, they'll also have to be effective interpersonal communicators to persuade and convince skeptics to accept inevitable changes to what the police do and how they do it.

Hopefully armed with new evidence and knowledge, this task won't be as challenging as it would be otherwise.

### A/COMMR. CAL CORLEY

Major tectonic shifts are transforming the police operating environment. The global economic downturn is perhaps the most obvious trend, but there are many other factors such as the changing nature of harm and the increasing complexity of policing — in operations, administration and governance. In addition, governments and communities are demanding greater responsiveness and accountability from their police services.

These trends are simply the tip of the iceberg. Together, a multitude of environmental forces are reshaping the future for policing — a future that's already here! In many instances, the current rate of change is outpacing the abilities of police organizations to adapt.

In the United Kingdom and in parts of the United States, the dire economic situation has served as the tipping point, forcing often revolutionary changes in how policing is organized and delivered.

Police organizations are proficient at planning and executing continuous improvement, but history has shown the typical organization to be less adept at executing transformational change. The complexity and uncertainty of the present situation is leading to deep transformation on a scale that has not been witnessed since the advent of modern policing in 1829.

What does this mean for Canadian police leaders? Under these circumstances, how can we not invest in future planning? Some leading experts, such as the late Professor Emeritus Russell Ackoff of the

Wharton Business School, offer an alternative, counter-intuitive approach: focus on the present.

When employing this lens, the key question becomes "where ideally should our organization be today and how does that compare with our reality?"

With that analysis completed (which is more difficult than it sounds), the challenge becomes how to focus finite organizational energies on closing key gaps. It's an approach that, when well executed, goes a long way in shaping a future that's aligned with the evolving landscape.

Building on this thinking, there are two other avenues that should make sense:

#### 1. *Improve organizational change readiness.*

Enhancing change readiness should be a priority for every top leader. A change-ready organization not only develops the capabilities and capacities to transform, it also facilitates change by unblocking ingrained system, policy, behavioural and other barriers to effective transformations.

#### 2. *Develop the next generation of leaders.*

Preparing and developing the next generation of senior leaders is paramount. Police leaders of the future will need an amplified set of advanced skills, competencies and enhanced knowledge:

- co-creating new visions for policing organizations, developing collaboration techniques with new and non-traditional actors to deliver future policing and law enforcement services
- leading and/or co-ordinating policing across a spectrum that includes both state and non-state entities
- leading deeper reform than experienced in the past
- instilling cultures of innovation and learning essential to future organizational success

Canada has benefited from the relative strength of its economy, which has afforded police leaders and governments the time to observe and analyze the dramatic changes occurring elsewhere and to learn from these. However, leading economists have cautioned that policing will not escape economic realities. Deep reforms are inevitable — the time to lead reform is now. ■



# THE FUTURE OF POLICING IN CANADA

## IF YOU CAN'T THINK IT, YOU CAN'T DO IT

By Dr. Tullio Caputo, Department of Sociology and Anthropology, Carleton University

Over the past several years, a conversation has been taking place in Canada about the future and sustainability of public policing. Concerns over these issues have slowly garnered the attention of police leaders, police associations, police governance bodies, all levels of government and the public.

While the focus of the discussion has been primarily on the economics of policing, a range of both internal and external forces have pushed the conversation towards the tipping point. The question is not whether change is coming but what it will look like, who will be involved and who will drive the process.

### FORCES DRIVING CHANGE

The financial crisis of 2008 has had a dramatic impact on public policing. In Great Britain, police agencies have experienced a 20 per cent budget cut.

In the United States, some police agencies have cut front-line staff while in some extreme cases entire police departments have simply been closed.

In Canada, police agencies are facing

their own budget crunch as policing costs represent a significant proportion of municipal budgets. Ironically, this is occurring at a time of falling crime rates.

And while the immediate impact of these developments is difficult to deal with, according to economist Don Drummond, this may represent the “new normal” (2012).

While many other external forces are influencing the discussion about the future of policing, the following five warrant mentioning here: demographic changes, the threat of international terrorism and organized crime, recent legal changes, the changing nature of harm and the growing polarization in society.

The changing demographic characteristics of the Canadian population reflect the growing heterogeneity of our society. This has serious implications for policing including concerns over diversity, racial profiling and hate crime (RCMP, 2011).

Second, international terrorism and the growing threat posed by international organized crime raise the challenge for police of having to deal with global issues

while taking care of local crime concerns.

The role the public police should play in responding to these types of complex, costly, cross-jurisdictional issues is an open question. Should the responsibility for these types of concerns rest with the public police, and if so, will they have the resources, knowledge and skills required to do the job?

Third, recent legal changes including many Supreme Court of Canada decisions have had a marked impact on the way the police operate. These court decisions have resulted in heavier workloads and changes in police procedures such that many activities now take much more time and resources than they did in the past (Law Commission, 2006; Malm et. al, 2005).

Fourth, the changing nature of harm is a significant factor for the police, especially the emerging crime related to the use of the Internet and information technology. This ranges from cyberbullying to various forms of cybercrime, identity theft, child pornography, card fraud, etc. (RCMP, 2011).

Finally, the growing polarization in society represents a potentially serious challenge for the police. Over the last several years, we have witnessed an increase in demonstrations, protests and even riots. While the public has the right to peaceful protests, many of these incidents have put both the police and the public in harm's way.

At the same time, the growing gap between the haves and have-nots and the protracted nature of the current financial crisis suggests that the police will be increasingly called upon to control marginal populations including the poor and economically excluded, the homeless, mentally ill, and the chronically unemployed or unemployable.

The growing levels of economic inequality in Canada, the dramatic increase in private security, the high cost of investigating complex economic crime and the focus of the public police on “street crime,” might lead some to argue

Neighbourhood Empowerment Teams in Edmonton have successfully supported crime prevention and community engagement for 12 years.



Dan Redhuber





that the “rich get policing while the poor get policed.”

### FACTORS INHIBITING CHANGE

After several decades of “churn,” the policing community is change-weary and resistant to change simply for the sake of change.

Some police leaders have responded to the current situation by defining it primarily in economic terms and applying standard business strategies — searching for greater efficiencies and streamlining operations. However, this approach results in the issues being defined as questions of scale rather than scope. As a consequence, considerations of the nature and role of public policing are muted.

More importantly, the changes that are considered are incremental versus transformational in nature and evolutionary rather than revolutionary. Perhaps this should not be surprising given the pressing nature of the economic challenges, the power of police culture and the aversion it has to risk (RCMP, 2011).

Examining the police response to community policing is instructive in thinking about future change. In spite of its popularity among reform advocates, police departments didn’t implement many of the supportive structural changes necessary for institutionalizing behavioural change (Crank, et al., 2010).

Some argue that the police took on far too many responsibilities and that it’s time to “get back to core policing functions.” This seems to be a code for moving away from the community and back toward a law enforcement/crime reduction focus.

Importantly, what constitutes “core policing functions” is unclear, and it may be difficult to abandon the gains made through community policing especially after police leaders routinely hailed “proactive” strategies over more “reactive” ones.

### TOWARDS A BRAVE NEW WORLD

Perhaps the biggest challenge facing the police community is the weight of existing ideas about policing and the role of the police.

Like other occupations, police officers are socialized to think and see the world in particular ways. They’re trained to be achievement and task-oriented.

While a “tactical” approach is central to much police work, it does little to prepare

police officers to assume leadership positions where strategic and visionary thinking are essential. Ironically, perhaps, police culture places a high value on “time on the street” and police leaders are often evaluated on this basis.

A combination of tactical and operational excellence as well as strategic and visionary thinking will be required for police leaders going forward.

They’ll have to use creative and innovative approaches to help them lead their organizations into the future. Visionary leadership, however, requires a holistic and comprehensive view of society. This type of approach is unconventional and not commonly found.

Forward-looking police leaders will emphasize unconventional questions to get beyond the standard “who, what, when, where, why, how and how much.”

They’ll focus on the bigger picture and address issues related to the value of policing and the overall role played by the public police in society.

They’ll think about the contribution they bring to the communities they serve.

They’ll engage with others to develop a common vision — one that encompasses the factors related to community safety, health and wellbeing.

They’ll look to core societal values — safety, security, civil rights and privacy — and learn how to pose unconventional questions to identify meaningful possibilities.

There are many examples of innovative thinking by public police agencies in Canada.

For example, in Prince Albert, Sask., an interagency initiative involving the local police called “the Hub” has reduced crime, cut calls for service and found positive ways of dealing with some very challenging social issues.

The Victoria Integrated Community Outreach Team is having success dealing with clients with mental health or addictions issues. They recently reported savings of approximately \$6 million per year for the local health care system.

The Neighbourhood Empowerment Teams in Edmonton, Alta., have successfully supported crime prevention and community engagement for 12 years with teams now operating across the city.

These examples suggest that the existing institutional structures and processes that

developed through the last half of the 20th century can be redesigned to deal with the needs of the new millennium.

Instead of seeing individual institutions like the police, health care, education and social services working in isolation, new conceptualizations and different institutional arrangements are needed — ones that recognize the value of collaboration.

Unconventional thinking will be required to frame existing challenges as part of larger social questions that speak to the nature of the society we want to live in.

The key will be to clearly define how the public police can play a leading role in helping to shape a shared vision for the future and turning this vision into reality.

To do so will require hard work, courage and a commitment to unconventional thinking. In the end, it’s the ideas that are important because if you can’t think it, you can’t do it. ■

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# PUTTING HEADS TOGETHER

## ONTARIO THINK TANK HEEDS INNOVATIVE IDEAS

By Mallory Procnier, with files from Insp. Todd Gilmore, Toronto North Detachment, RCMP

By sharing innovative ideas and employee practices, RCMP in Ontario — specifically, the Greater Toronto Area (GTA) — have been greatly improving their operations through the creation of a think tank.

The GTA District Think Tank for Improving Operational Effectiveness Through Innovation was created in October 2011 as a platform to consistently draw out and use the strength of all employees' innovative ideas.

The group, which comprises a variety of employees who were recognized as being champions of creative thought, meets quarterly.

During their discussions, they bring up technology-related ideas or practices that they've found to be successful and that could improve operations force-wide.

These innovative ideas are published in a quarterly newsletter. In the first issue, the think tank highlighted three ideas that came out of its discussions.

### GOOGLE ALERTS

Sgt. John Mecher, from Milton, Ont.'s commercial crime section, brought Google Alerts to his unit — a tool he says has proved very useful for him in the past.

Google Alerts can automatically search online open-source information such as websites, databases, news sites or even social media to find valuable information and send it directly to an investigator's e-mail inbox.

Mecher says he's used them in national security, terror financing and counterfeit currency cases to figure out what the world is talking about in relation to the investigation he's working on and to create a higher awareness about a particular topic.

He says Google Alerts were most useful when he was working in counterfeit currency. At that time, counterfeit was a waning crime that didn't involve many seizures, so most information was being reported in local newspapers because the seizures were so small.

"What that open source information would do is identify a police agency that had that particular crime occurrence ac-

tive in that area and then I'd be able to reach out and get additional information," says Mecher.

### E911 ORDERS

In February 2010, the Canadian Radio-television and Telecommunications Commission mandated that all wireless service providers update their 911 services so that people who call 911 using a cellphone could be tracked and located.

This was good news for GTA drug section investigators, who recently received

**"THE RCMP GTA THINK TANK MAKES INNOVATION A HABIT, SOMETHING WE WORK ON AND EXPLORE DAILY IN ORDER TO TRULY EXCEL IN A CONSTANTLY CHANGING WORLD. IT MAKES US ALL SMARTER AND SUBSEQUENTLY BETTER AT WHAT WE DO" — INSP. TODD GILMORE, CHAIR OF GTA THINK TANK."**

judicial authority to use these upgraded E911 services to locate suspects.

Investigators can now use an E911 warrant to track suspects using the GPS technology installed in a suspect's mobile communication devices.

Cst. Stephen Packham first used an E911 warrant when he and a few other investigators from the GTA drug section were trying to locate a fugitive from the United States who was suspected of exporting marijuana.

They didn't have a home address to go by, so they came up with an E911 warrant to help them locate the individual.

But Packham says the system also works to find people even if their address is known because it supplements physical surveillance and isn't as burdensome as having a tracking device installed on a subject's vehicle.

"Since that case I've had a dozen people contact me from around Ontario on how to use E911," Packham says.

Packham says the warrants work best

for new smartphones that have GPS capabilities because investigators won't have to use the outdated triangulation method, which involves estimating someone's location based on the cell tower that transmitted the call.

"Within the next few years, older phones will be more obsolete so it will make it easier to track somebody," Packham says.

### COMMUNICATIONS TECHNOLOGY

As technology evolves, so do the crimes it facilitates. And the following technologies are currently having an impact on RCMP investigations in Ontario.

Several smartphone applications now enable users to send or receive text messages without a mobile phone or text message plan. Some others can even digitally alter a user's voice.

Investigators are also keeping an eye out for "spoofing," which allows callers to display incorrect caller ID information to hide their identity and information.

And in some smartphones, such as the Blackberry, users can access the Pretty Good Privacy (PGP) technology, which thwarts law enforcement efforts to intercept their conversations. ■

RCMP in Ontario are sharing innovative ideas and practices, like the ability to locate people who call 911 on a cellphone.





# MODERN MAKEOVER

## TAYSIDE POLICE GO DIGITAL

*In the two years since Deputy Chief Constable Gordon Scobbie arrived in Tayside, Scotland, he's helped transform the force into the most followed police agency in Scotland and acquired Twitter followers in the thousands. In doing so, he's also changed how the police engage, inform and even enforce in the community. Gazette writer Sigrid Forberg spoke with Scobbie about the increasing importance of social media in policing.*

### WHAT ARE YOU WORKING ON NOW?

We're going to be launching a free app. Basically, we've got all our community cops using smartphones and Twitter to engage with the local community. The idea is that a citizen can find out who their community constables are, how to contact them and what the local priorities are. Then they can go and look at the activity that's been going on around their neighbourhoods. So if one of the key community priorities is speeding vehicles outside of a school, you're not going to see activity the police are taking. The app allows you to look at the activity of the local police officer who may have been down there patrolling the area and whilst he or she is doing that, they're sending tweets via the smartphone to give you that reassurance that they're actually addressing local issues.

### WHY IS SOCIAL MEDIA SUCH AN IMPORTANT TOOL FOR POLICE AGENCIES?

Society is changing. Twitter was barely around five years ago. In the U.K., almost 50 per cent of the population is on Facebook. People now expect to get information in the way they want it. And for a significant portion of society now, that's going to be via digital channels. And increasingly, that's going to be through a mobile device. Policing needs to respond to that.

### HOW DO COMMUNITIES BENEFIT FROM ONLINE INTERACTION WITH THEIR LOCAL POLICE?

Just thinking to the app and being able to actually go onto a digital map and see what the police have been doing, that visibility up until now has relied on people physically



Deputy Chief Constable Gordon Scobbie encourages police agencies to use social media for both community outreach and operations.

seeing police officers walking down the street or word of mouth. If you can supplement that by a digital footprint, then you're able to tell people far more effectively about what you were doing and why you were doing it. So the benefits to being online are huge. The thing we need to think about much more is how we make it more convenient for citizens to go online and get the information they need.

### SO WHY ARE SO MANY AGENCIES STILL SO HESITANT TO USE SOCIAL MEDIA?

There's still a great deal of fear. Some managers are fearful that somebody's going to say something silly online. Yes, it happens but by and large, people can be trusted to be professional. When I talk about social media, success in this is about leadership at all levels. One of the problems we've got from a leadership point of view is that many of the people who are in charge tend to be middle aged, mostly men, who don't really get social media and are being told by professional standards and internal affairs that social media is bad and that we shouldn't be doing

it. This is actually business critical, this is part of what we do. We just need to manage it in a way to minimize the risks.

### WHAT'S YOUR ADVICE TO AGENCIES WHO HAVE YET TO EMBRACE SOCIAL MEDIA?

Ask yourself the question, am I discharging my responsibilities as a leader and can I effectively fill my role if I'm not engaging in social media? If you take public order as an example, most demonstrations now are organized by people online. If I'm not engaging on social media, then I am effectively policing that event blind. What are you going to say when you're hauled in front of an inquiry when it all goes wrong and people ask why you weren't able to act on certain intelligence? Those are the hard questions that will be put to you. A really good way to wake commanders up is to say if it goes wrong, how defensible is it that you said 'we don't do social media.' This goes right to the heart of operational policing and operational effectiveness. If you're not in that game, sooner or later, it will come back and bite you. ■



# PROJECT EYEWATCH

## REINVENTING NEIGHBOURHOOD WATCH THROUGH SOCIAL MEDIA

By Chief Inspector Josh Maxwell, New South Wales Police

Sir Robert Peel's first principle of policing stated: "The basic mission for which the police exist is to prevent crime and disorder." This remains the case, but the challenges facing communities and the police have changed over time.<sup>1</sup>

Policing our future society requires a radical shift in strategic planning.

For a number of years, police agencies have grappled with a world that's in a continual state of change and with technological advancements that assist them in detecting and prosecuting offenders. Yet, it's argued, we have yet to harness these technologies to prevent crime.

Being able to predict the crime environment, use technologies to reduce crime and the fear of crime and social disorder, resource police to meet the challenges of the future, and develop flexible, sustainable and dynamic service delivery will allow police agencies, including the New South Wales (NSW) Police, to meet the needs of the future.

The world continues to evolve at such a rapid pace that police and law enforcement agencies must look at the impact these changes can and will have on the way they police their respective communities.

Strategic policing environments are responsive to these changes by accomplishing the following:

- Embracing a problem-solving approach to policing local communities
- Adapting to changes in the criminal environment and building capability to address issues such as cross-border crime, computer crimes, identity crimes and terrorism
- Meeting public expectations and demand for attention to grassroots, high-volume policing issues, some of which are more in the nature of public order maintenance rather than crime control
- Ensuring community engagement continues to focus on developing a range of local solutions to local problems. There may be no one model for service delivery

but many across the various regions and functional divisions of policing

### SOCIAL NETWORKING

The social networking phenomenon continues to expand yet most police agencies have only begun to dabble at the edges of social media rather than fully engage in it.

While the NSW Police uses Facebook, Twitter and YouTube to provide information about policing activities to its citizens and collect useful intelligence, it also uses these networking sites to engage with its community members by listening to them.

Between November 2010 and May 2011, a small project team began to investigate the possibility of enhancing the NSW Police Force's community engagement strategy, through the use of online technologies (social media).

The result was Project Eyewatch, which is based on the Neighbourhood Watch program first developed in the 1980s.

The NSW Police Force's approach was to reinvigorate community engagement and crime prevention through social media — essentially giving the Neighbourhood Watch program a 21st century makeover. Eyewatch was the first online policing program in the world that directly engages the public using Facebook.

This is an innovation in the use of social networking. It aims to educate and prepare communities about crime and crime prevention, disseminate real-time information and provide a platform for engagement to the wider community.

Eyewatch also empowers communities to participate in active crime-prevention activities to ensure community safety.

At the core of this initiative is understanding that residents no longer have the time to meet in the town centre or in a neighbour's living room to discuss local crime prevention.

Project Eyewatch gives community members the opportunity to participate in policing in a way that works for them: on-

line, in their own homes and 24 hours a day, seven days a week.

This concept aims to engage the community to identify problems and work on a community solution using social media. In policing terms, this enhances the police force's ability to scan its communities, ensure residents are engaged with local police, identify local problems and together work on local solutions.

While Eyewatch allows police to post information of interest to their communities on Facebook, the communication goes both ways. Members of the public are able and encouraged to comment, and many repeatedly post expressions of appreciation for the work that police officers carry out.

Since its launch on Aug. 5, 2011, Eyewatch has developed 104 local and specialist Facebook pages, with more than 200,000 fans. Eyewatch has attracted more than 180 million hits.

In addition, the project has created 198 closed forums online, allowing community members and specialized groups to meet wherever they happen to be.

Eyewatch organizes the community into precincts that are linked to police Local Area Commands (LAC).

Each LAC has an open Facebook page and each precinct has a closed group. Precinct members use their group to report on crime, anti-social behaviour, suspicious vehicles, missing persons or any events they think are worthy of police attention.

Police at the LAC are also members of the closed precinct groups and visit the groups online to gather intelligence.

These closed groups allow online communication and engagement between the community, police and emergency services in real-time to discuss crime, social disorder, emergency management and other community issues.

The Eyewatch principles are built around flexibility.

Eyewatch precincts are not bound by geographical boundaries and have been rolled out in shopping centre communities,





multicultural communities, industrial areas and across rural and regional NSW.

This has several advantages:

- Gives the community greater access to police
- Provides real-time engagement
- Seeks consensus on a problem
- Provides accurate up-to-date information
- Facilitates forums to find solutions
- Creates an ability to provide feedback
- Develops a high-value community network

It's important for police commanders to understand the areas or issues that motivate the community into action and the specific areas that would benefit from communities pooling together. Eyewatch gives residents the conduit and the tools to find the most appropriate solutions to their problems.

Also key is the police's ability to maintain and, where necessary, restore harmony. If perception is reality, then a continuous roll-out of police feeds in real-time is enormous reassurance of a law enforcement presence.

Project Eyewatch is also having a somewhat unexpected benefit: people not only respond to police in these forums, but actually embrace them as "their" police force.

Significantly, Eyewatch is modernizing existing Neighbourhood Watch teams while creating new opportunities in communities where previously there was no organized voice.

The information provided to communities relating to crime prevention is not classified and is released to communities on a daily basis. Information release is controlled and authorized by local area commanders, crime managers, duty officers and crime coordinators in LACs.

The Project Eyewatch team oversees the release of information and the discussions of the groups as they come online. Training police officers and ensuring that the relevant administrative and security systems are in place for the editing of inappropriate posts or comments are an essential part of the program.

## LOOKING AHEAD

For the future, police agencies must cultivate structures, operating systems and cultures

that are flexible and adaptable, and thereby able to respond efficiently and effectively to the needs of the community and the complex and ever-changing operating environment.

There's evidence from around the world that social networking is the medium in which the community of today — and future generations — want to be engaged.

The NSW Police will, with the realization of Project Eyewatch, be on the front foot with the identification of emerging community problems and thus be the catalyst for developing a whole-of-government and community approach to finding sustainable, community-driven solutions.

Law enforcement across Australasia and the world is grappling with issues surrounding cyber policing, cyber crime and the use of Internet and social networking technologies.

It's been argued that this social network revolution has enabled social disorder issues such as cyber bullying to perpetuate, leading to youth suicide.

There's also anecdotal evidence that certain crimes are being aided and abetted, such as pedophilia, through social network mediums. By placing police online in a three-dimensional engagement, they can be alerted to these issues quickly, and respond accordingly.

Through Project Eyewatch, the NSW Police seeks to develop a positive collaborative approach with its communities to identify crime and social disorder issues while working together to develop sustainable solutions.

The Internet forums are not intended to replace existing police reporting systems or response to calls for service to reported crimes and incidents. However, it's important to come up with a means of dealing with future issues as they arise in terms of the environmental, technological, organizational and political changes that impact on police and our communities.

Project Eyewatch is an opportunity for community engagement to be focused and active in crime prevention across NSW.

It's a first step in a new direction for the NSW Police Force and the NSW Government. And its success will be judged by the community members who participate in the program.

<sup>1</sup> *Policing in the 21<sup>st</sup> Century: Reconnecting police and the people – UK Home Office – presented to Parliament by the Secretary of State for the Home Department by Command of Her Majesty July 2010.* ■





# THE FUTURE IS HERE

## USING DATA TO TAKE PERFORMANCE TO THE NEXT LEVEL

By Zachary Tumin and William Bratton

In late March 1999, two Industry Canada staffers huddled aboard a lobsterman's boat as it made its way through the ice packs separating Nova Scotia from Pictou Island and its schoolhouse.

It was the last school standing between Industry Minister John Manley's commitment to wire every Canadian school to the Internet, and success. By noon, the school had its uplink squared away and was connected to an overhead satellite — and to every other school in Canada.

It was a remarkable achievement. The idea was conceived a few years earlier quite accidentally by Doug Hull, a mid-level manager at Industry Canada. Hull had to ship some school materials electronically, as cheaply as possible. But he had no greater vision at the time than connecting a couple of schools to achieve a basic business need.

The Internet was new then, but technically easy, relatively cheap, and needing no special authorities. It was worth a try, Hull decided. After all, federal officials in Ottawa were all agreed that the Internet was the future.

But while they were stuck trying to figure out a national strategy, Hull moved fast and light. His team rounded up some used computers, secured donated telcom services and recruited a handful of local school officials willing to give the first connections a try.

It worked. Hull added more schools. Now connected, teachers and students began sharing ideas and products. Soon school communities clamored to become part of the emergent "SchoolNet." With each school discovering some new thing they could do if networked — from creating jobs for computer repair to creating all-Canadian web content — Hull's first efforts soon triggered a tsunami of innovation.

This seems like ancient history now, but as police departments confront their digital futures, history helps us understand the path forward.

The lessons learned in the rollout of the Canadian Internet show eight factors are critical for success wherever and whenever

people champion technology for change.

- It took a vision — a non-debatable goal that all could rally around, starting with a few folks in a couple of schools, and then growing to the many. Simple in the extreme, the vision was also highly scalable.
- It took a right-sized plan to start small, visibly prove the concept, get value in the hands of users fast and get the network inventing the network.
- It got the right people around the table to make it happen in the schools, provide the initiative with local, provincial and federal support, and lay in the technical infrastructure.
- It took the right incentives so that there was something in it for everyone and the collaboration paid off — there was free gear for schools, a good entry point to localities for telecom firms, benefit for communities and politicians alike and soon, profound network benefits for all.
- It took platforms — the physical platform of the schools and the Internet platform for networks, so that people and passions could all come together easily.
- It took political support that helped pull the network to the farthest reaches of Canada, kept it resourced, and scalable.
- It took performance — the network delivered on the promise at the local level and across the nation, and justified the support for expansion.
- It took leadership — to welcome new visions to the original, navigate and hold political support and financial commitments, keep the right people engaged, assure performance and push the disruption forward.

Fourteen years later, the digital world is exploding with data. From social media data to dangerous viruses, the velocity at which data is coming at governments and industry often leaves little time for deliberation.

The volume of data being produced is

growing at a 60 per cent compound annual growth rate.

Also, the variety of data — whether in audio, video, text or image, from social media to credit cards and geotagging — makes it all the more important, and tricky, to quickly make sense of the world.

Policing is entering this high-velocity, high-volume, highly variable world of "big data" with a track record of success turning data into action and results.

CompStat, for example, the data management tool and process that helped turn the New York City Police Department (NYPD) around a decade ago, has been adopted and used with success by many departments.

Under CompStat in New York, data helped make crime and disorder transparent, block by block. For the first time, commanders at every level could see reports and results. These were not just crimes that the FBI cared about (the traditional basis of crime reported in the United States), but disorder that made neighbours fearful and destabilized neighbourhoods. Commanders could see the results weekly, daily or even hourly.

With that, police commanders could put "cops on the dots," improving safety and security and increasing freedom and liberty by focusing police resources exactly where they would have the greatest impact on crime and disorder, rather than wholesale across entire communities.

### LEADING THE WAY

Throughout history, leaders have taken advantage of data to achieve highly desirable goals that many before them thought impossible to attain.

With great factory data, for example, Paul O'Neill led Alcoa to record profits and improved workplace safety, no longer trading away safety for profits.

With great customer data, Steve Ellis at Wells Fargo led his bank's wholesale operation onto the Internet with incredible speed and high customer engagement, thus removing the need to trade away customer consultations to quickly get the





product to market.

CompStat in New York proved that by putting “cops on the dots,” police could beat crime, bring back neighbourhoods and uphold freedoms, all at once.

Today, getting insight from data is faster, better and cheaper than ever. But translating data to results is still no sure bet. The recent American election is a case in point: the Obama campaign mastered data mining and outreach, integrating dozens of databases, streams and sources to isolate the critical factors driving key voters. The Romney campaign used staff and systems from Staples and BestBuy, and built a system called Orca which, untested and unproven, collapsed on election night. We all know what happened next.

Whether in politics, manufacturing, commerce or policing, gaining transparency is a long way away from achieving our goals with it. Along the way, many will declare these goals impossible. Many steps intervene — all critical for success or failure.

In our new data-driven world, police agencies can assure their goals by addressing these eight requirements, just as Doug Hull did 14 years ago, as Paul O'Neill and Steve Ellis did for their organizations, and as the leadership of the NYPD did under CompStat.

**Vision:** Find the non-debatable, data-driven goal that all can rally around. This is critical to energizing people to do business the data-driven way. For CompStat, for example, the non-debatable goal was “The NYPD will reduce crime by 10 per cent, year over year.”

**Right-size the problem:** First, go after problems that are big enough to matter, but small enough to fix. Gather all the data that's relevant, and deliver a solution that gets value in the hands of users fast. That's what Steve Ellis did. Knowing the Wells Fargo customer well, Ellis's team designed and delivered new online products practically anticipating their needs. Ellis's mantra: “functionality soft, deadlines hard.” There would be plenty of time to get it perfect later.

**Platforms:** In a data-driven world, platforms are essential. Infrastructure, rules and governance are key. Privacy, security and resilience are essential. Above all, prove and test that the right folks can see and use all the data



they need. That's what Paul O'Neill did: he wore a beeper to be alerted to any workplace injury and made sure his IT systems showed the same incidents.

**People:** Data requires analysts, but most police departments don't have career paths for them. Recruit outside your department for skilled data analysts and expect to pay. That's what the Obama campaign did, merging experienced campaign staff with top-shelf online talent and data scientists, and it paid off handsomely.

**Politics:** Manage your partner relationships to keep and hold support, and be transparent wherever you can. In New York, CompStat delivered high performance results. But the police commissioner and the mayor clashed over who would get the credit, and the mayor always wins!

**Performance:** Put numeric measures and metrics on the results you expect and build those into performance plans. Whether it's reduced crime, improved safety, greater customer loyalty or bigger voter turnout, as the saying goes, “You can expect what you inspect.”

**Make it pay:** Incentives are key to

overcoming mindsets. Everybody asks, “What's in it for me?” Raises, bonuses and promotions — all data-driven and performance-based — are a common currency that everyone understands.

**Leadership:** Data-driven organizations can win. But it takes leaders to stitch it all together, with a vision that rallies around non-debatable goals, data that makes problems and progress transparent, and platforms, politics, pay and performance that together incite, energize and enable people to create the results all seek.

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# THE EVOLVING NATURE OF TRANSNATIONAL CRIME

By Supt. Rick Penney, Greater Toronto Drug Operations, RCMP

Transnational crime and transnational organized crime (OC) are complex and have multiple definitions; moreover, there are blurred distinctions between domestic and foreign affairs as criminals exert a global impact.

According to the 2000 United Nations (UN) Convention on Transnational Organized Crime, transnational refers to offences that involve at least two countries.

The UN has identified 18 categories of transnational offences, which include money laundering, theft of intellectual property, art and cultural objects, illicit arms trafficking, aircraft hijacking, sea piracy, insurance fraud, computer and environmental crime, trafficking in persons and human body parts, illicit drug trafficking, fraudulent bankruptcy, infiltration of legal business, and corruption and bribery of public or party officials.

The American National Security Council defines transnational organized criminals as those who act conspiratorially in their criminal activities and possess certain characteristics that may include the following:

- In at least part of their activities, they commit violence or other acts that are likely to intimidate, or make actual or implicit threats.
- They exploit differences between countries to enrich their organization, expand its power, and/or avoid detection or apprehension.
- They attempt to gain influence in government, politics and commerce through both corrupt and legitimate means.
- Their primary goal is economic gain, not only from patently illegal activities but also from investment in legitimate businesses.
- They attempt to insulate both their leadership and membership from detection, sanction, and/or prosecution through their organizational structure.

There are various examples of commodities that are used for profit by transnational organized criminals: cigarette smuggling, antiquities theft, counterfeit currency, jewel trade, drugs, human smuggling and alcohol smuggling.

## CANADA AND A HISTORICAL PERSPECTIVE

What makes Canada so attractive to criminal organizations? Simply put, there's a deep history of opportunity that has made Canada an excellent place for transnational criminals to do business.

For example, Brigus Tunnel in Newfoundland was hand blasted in the summer of 1860 to provide unhindered access to Abram Bartlett's Wharf. It was constructed by John Hoskins, a Cornish miner, using steel spikes and black gun powder.

Measuring 80 feet long, eight and a half feet high and eight feet wide, the tunnel represented an early engineering feat that took about four months to complete. Holes formed by steel spikes driven into solid rock were then filled with black gun powder and blasted during its construction.

The purpose of the tunnel was to provide access to a deep water berth for the Bartlett sailing ships and the distribution of contraband alcohol. For many years, there was a thriving smuggling trade between the French island colonies of St-Pierre-Miquelon and the United States, the Bahamas and Newfoundland. With American Prohibition from 1919 to 1933, the French islands' illegal practice took on worldwide proportions and created a lucrative transnational criminal network.

Alphonse Gabriel "Al" Capone was an American gangster who led a Prohibition-era crime syndicate. The Chicago Outfit, which subsequently became known as the "Capones," was dedicated to smuggling and bootlegging liquor and other illegal activities such as prostitution, in Chicago from the early-1920s to 1931. Al Capone needed refuge from the law and so he had cottages in far out places built around Canada and the United States.

Fast forward to today, where there are criminal organizations from the former

Soviet Union operating in Canada that specialize in crimes such as fraudulent use of Internet data, cybercrimes and hacking into Canadian consumer data, and selling the information back home to such places as Chechnya and Georgia.

Criminal organizations from the Balkans and former Yugoslavia use Canada as a base to broker cocaine deals in order to move cocaine back to the homeland, as well as being influential in the cross-border movement of marijuana to the United States.

More recently, there's been evidence of a definite cartel presence in Canada, specifically Mexican cartels. The roles of those individuals within Canada are very much those of gatekeepers, involved in the importation and distribution of cocaine, as well as logistics and money laundering/currency movement.

## COMPETITIVE AND STRATEGIC MARKETS

Transnational OC presents a threat to national economic interests and can cause significant damage to the world financial system through its subversion, exploitation and distortion of legitimate markets and economic activity.

Many nations worry that firms are being put at a competitive disadvantage by transnational OC and corruption, particularly in emerging markets where many perceive that the rule of law is less reliable.

The price of doing business in countries affected by transnational OC is also rising as companies budget for additional security costs, adversely impacting foreign direct investment in many parts of the world.

Transnational OC activities can lead to disruption of the global supply chain, which in turn diminishes economic competitiveness and impacts the ability of many industrial and transportation sectors to be resilient. Further, transnational criminal organizations that leverage their relationships with state-owned entities, industries or state-allied actors, could gain influence over key commodities markets such as gas, oil, aluminum and precious





metals, along with potential exploitation of the transportation sector.

The World Bank estimates about \$1 trillion is spent each year to bribe public officials, causing an array of economic distortions and damage to legitimate economic activity. Moreover, according to the United Nations Office for Drugs and Crime (UNODC), “the annual turnover of transnational organized crime activities such as drug trafficking, counterfeiting, illegal arms trade and the smuggling of immigrants is estimated at around \$870 billion.”

In Canada, it's estimated that the amount laundered on an annual basis is somewhere between \$5 and \$15 billion.

### TRENDS TO WATCH

Who facilitates and enables transnational crime? Key players include outlaw motorcycle gangs, drug cartels, pirates and, in some instances, government officials such as politicians and police.

And with corruption comes the threat of violence to public safety officials and the threat of instability to the economy and national security. The use of bribes and pay-offs is the cost of doing business for many transnational criminal organizations — it's a factor in their bottom line and the way in which the groups operate.

In recent years, numerous criminal organizations have found the benefit of maintaining a symbiotic relationship by enmeshing themselves within a legitimate environment. For example, infiltrating the ranks of government and thus dealing with one of their own is often the best way to ensure co-operation by government institutions. This type of infiltration is found in key ports of entry such as major airports like Toronto's Pearson International or sea ports such as the Port of Montreal.

Legitimization is another trend among transnational criminals. Many groups attempt to distance themselves from the illegal aspects of their operations by involving themselves in legitimate business ventures that are funded by their almost bottomless profits acquired through criminal activities.

Others seek civic legitimacy by making donations to community hospitals, charities, universities and political parties. They also try to have their photographs taken with

high-ranking government officials or other high-profile personalities.

Co-operation among transnational crime organizations, already a major factor in the new world order of crime, is expected to continue and expand. Partnerships, bartering arrangements and alliances, either short or long term, allow these syndicates to better evade law enforcement agencies, share existing infrastructure and improve risk management.

The sophistication of transnational crime is expected to increase. For instance, not only do members of transnational criminal organizations have advanced university educations in the fields of business, accounting, chemistry, engineering and law, better equipping them for the complex world of transnational crime, criminal enterprises such as cartels maintain their own information technology branches to better use new and emerging technologies from smartphones to PGP-encrypted BlackBerry devices.

### PROJECT OSPA

One tangible example of the way in which transnational OC operates is Project OSPA. This operation began in April 2008, when Australian Customs received information from the Canada Border Services Agency (CBSA) that a suspicious shipment of beauty supplies was en route to Australia from Canada. CBSA intelligence indicated that a shipment of massage chairs might have drugs concealed inside them.

In May, the container arrived at Port Botany in Sydney, Australia. An examination of the chairs revealed they had false bottoms, under which a white

powder was hidden. The powder was identified as cocaine, and the Australian Customs investigation was handed over to the Australian Federal Police. The police arrested those responsible for receiving the shipment.

Organized crime groups not only produce synthetic drugs for domestic markets, but also provide significant quantities for international markets such as the United States, Australia and beyond. Project OSPA clearly showed that criminal elements not even present in Canada, but rather in a third country, controlled the operation.

This project resulted in the seizure of approximately \$110 million worth of illicit drug products shipped from Canada. Canada has now moved from being a principal end-user for OC to a significant source country.

### COMBATTING TRANSNATIONAL OC

There are a number of steps that can be taken to enhance the efforts to combat transnational OC.

One of the key areas to invest in is the enhancement of intelligence and information exchange amongst partners. Second is the need to improve and continuously change our policing approach to disrupt transnational OC. Lastly, there needs to be a concrete effort to re-direct intelligence and focus on long-term, strategic and aggressive intelligence operations.

Ultimately it's in everyone's best interest to leverage all possible areas of co-operation including legal instruments, expertise and information-sharing. ■

Project OSPA uncovered a shipment of massage chairs destined for Australia that contained concealed drugs worth \$110 million.



Australian Federal Police



# COMBATTING CYBERCRIME

By Troels Oerting, Assistant Director of Europol, head of the European Cybercrime Centre (EC3)

Law enforcement agencies in the European Union (EU) have a lot on their plates. Crime and international organized crime is on the rise and there seems to be a connection between crime and unemployment, which will probably affect Member States and neighbouring countries in the current global financial crises. Our budgets will most likely decrease.

This is all happening in the offline world, but there is also a significant change online.

- There are currently seven billion Internet users and 2.9 billion e-mail accounts worldwide. This is an increase of 528 per cent in the last 10 years.
- The EU has an Internet penetration of 62 per cent.
- 2.8 billion e-mails are sent every second — about 90 per cent is spam.
- Facebook has almost one billion user accounts.

The estimated value of Internet-based trade in 2012 is more than US\$1 trillion. The developments in cyberspace, and not least for EU Member States, provide huge opportunities for growth in an area where Europe is traditionally strong: innovation, research and development, branding and supply chain management.

Our citizens see and feel much more transparency in their daily lives and how governments and public services act and behave, and an increasing part of our contact with public services is Internet-based.

But unfortunately any upside has a downside. Traditional crime is migrating into this new profit area, in which the imminent risk of being caught is rather limited. Fraud, identity theft, tax scams and sexual exploitation of children is increasing.

Hackers, hacktivists and organized criminal networks steal our trade secrets and have discovered that it's both easier and more profitable to penetrate a bank online than to organize an armed robbery.

Industry and the public sector are losing valuable data, money, time, ideas, research, identities and innovation.

How do we get ahead of these unwanted side effects of positive technological development?

The answer is by working together, sharing intelligence and best practice, and assisting each other when needed with timely and precise intelligence and support.

Improved co-ordination of actions, initiatives, intelligence, trends and patterns can be accomplished by sharing between law enforcement agencies and with private and public partners. It's important that private industry understands that law enforcement can add value through protection. It should be a two-way street, but also respecting privacy rights.

Combating cybercrime is difficult but not impossible.

The European Commission decided, at the end of March 2012, to grant Europol the task of building up the European Cybercrime Centre (EC3), making it available for Member States from Jan. 1, 2013 and fully

functioning in 2014.

Internally at Europol we've already pooled existing cybercrime resources. We're assisting Member States combat hacking, malware and fraud, the online sexual abuse of children and credit card skimming and scams.

We've also established a team to prepare for this rather huge task. EC3 will initially focus on cybercrime committed by organized crime groups, cybercrimes that cause serious harm to their victims, and cybercrimes, affecting critical infrastructure and information systems in the EU.

EC3 will develop in a very inclusive manner. The goal is to support EU Member States in preventing and combatting cybercrime, and to enhance data security. To be successful, we'll have to reach out to existing and new partners.

We'll focus on our main stakeholders in the law enforcement community but will also include important stakeholders such as Eurojust, Cepol, CERT community, INTERPOL and private/public partners.

We've created an outreach team that works with private partners like Facebook, Google, Microsoft, Twitter, Symantec, Trend Micro, McAfee and the International Cyber Security Protection Alliance.

We're active in the Virtual Global Taskforce, combating online child sexual abuse, and hold the chair in the European Financial Coalition against child sexual exploitation. We co-operate closely with the U.S.-based National Cyber Forensic & Training Alliance on new trends and threats in cybercrime.

We're creating a small Cyber Innovation Room to provide Member States with a suitable and secure infrastructure to be used in multilateral investigations or by Joint Investigation Teams, assisted by EC3 analysts, specialists and forensic experts.

To support the key actors in the broader cybercrime area, we're rolling out a new secure communication platform called Secure Platform for Accredited Cyber Experts (SPACE). The results so far are very promising. ■







# A FORCE TO BE RECKONED WITH

## LEBANON'S FIRST POLICE WOMAN GUIDES NEW FEMALE RECRUITS

By Major Suzan el Hajj, Lebanon Internal Security Forces

*Major Suzan el Hajj was the first female police officer hired by Lebanon's Internal Security Forces (ISF) more than 12 years ago. In 2012, Hajj was elected chief of training for the ISF's first campaign to recruit and train women into its ranks. In this article, she talks about the realities of modernizing a police force and changing mindsets.*

Lebanon is unique. It's home to 18 state-recognized religious sects. While its location in the Middle East makes it part of the Arab world, the country's multicultural nature and mixed religious beliefs means that it embraces a mixture of modern and traditional values.

For women, disparity exists in the workplace, depending on where in the country they live.

Until recently, workplace inequality existed in Lebanon's Internal Security Forces (ISF), the country's national police and security force. Very few women worked within the ISF: out of 25,000 members, only two were female. I was one of them.

The ISF recruited me, its first female police officer, in 2001. In 2003, Captain Dyala Mohtar joined the ISF as a lieutenant in the computing section.

But it wasn't until 2009, as part of the Civilian Police (CIVPOL) Training Program Partnership between the United States and Lebanon, that the ISF decided to officially expand its ranks to include Lebanese women. In 2012, 11,000 women applied to join the ISF, and 610 were accepted.

These female cadets began training in March 2012. The nine-week training program was identical to the basic training given to male cadets. It included courses on human rights, democratic policing, firearms training and defensive tactics.

This approach prepared the female cadets to be mentally and physically ready for the job.

Two months into the training, the female cadets showed off their skills to the visiting major general during a highly publicized demonstration. Covered by

national and international media, the recruits performed simulated high-risk traffic stops and handcuffing, abseiled down buildings, carried out live-fire drills and showed their riot-defence tactics.

The demonstration was viewed as an important step because it helped to change the community's perspective toward women in Lebanon.

But modernizing the ISF didn't end with recruiting and training female cadets. Its male cadets were also retrained to update their skills and address attitudes about female police officers.

In addition, instructors responsible for training the female recruits underwent "train the trainer" courses prior to starting the training. These courses helped raise awareness of and understanding about issues affecting female cadets.

Now graduated, these first female sergeants are doing the same work as their male counterparts: they work at airports, at prison stations, on patrol and operationally in the field. Another 500 women will be recruited in 2013.

But still there are many questions unanswered.

Who will deal with sexual violence and harassment in mixed gender teams? Who will ensure women's participation in negotiations and missions? And who will promote the end of discriminatory laws and draft new ones?

### EQUALITY AND DIVERSITY

To address these and other issues, I have proposed a new bureau called RED (Rights, Equality, Diversity) Police.

The main objective of the bureau is to mainstream rights, equality and diversity standards within the police, and to ensure that police views and interests are accurately relayed to the government and key stakeholders.

The RED police team should be elected from among the police men and women, and reflect all ranks and genders. This team should represent its members' interests in matters of discipline, diversity, equality,



Major Suzan el Hajj was the first female police officer to serve in Lebanon's Internal Security Forces. Last year, she led the training of 600 female recruits.

health and safety, welfare, pensions and claims. It should also have the ability to fulfill its role, meet its statutory responsibilities and actively participate in national, force and local negotiations.

This action plan project is now under study, but most importantly, the command council wishes to improve ISF policing, police conditions and human rights. The council is committed to engaging more women and minorities in the future.

On Oct. 24, 2012, I was assigned as the head of the Cybercrime and Intellectual Property Bureau. This position is the first to be held by a woman in the Middle East. So being a woman is no longer an obstacle to holding any police position in Lebanon. There are female sergeants in this bureau who have been assigned to the same missions as the male sergeants, and they are doing very well.

The ISF is recognized as the first institution in the Middle East and North Africa region that enforces gender equity and democracy, and of this, I'm very proud. ■

Courtesy Major Suzan el Hajj

COVER

FUTURE OF POLICING



# SUSPECT DETECTION USING TARGETED BAYESIAN NETWORKS

By Chavatzelet Tryster, MSC, Department of Industrial Engineering Research Group, Tel Aviv University

A few weeks ago, I attended a class where the professor began the lecture with the question “Is there a terrorist in this room? Or perhaps a drug dealer?” The students looked shocked. In response, the professor quickly amended: “Quite right, we are scientists, and that question was far from scientific. What is the probability that there is a terrorist in this room?”

Although we know that there are terrorists in the world and, therefore, the probability can't be zero, most people would feel that the probability of there being a terrorist in an advanced science course in university is rather slim. But would the answer be the same if the same question were asked in the Guantanamo Bay detention camp?

Clearly, where the question is asked might be as important as the question itself. In other words, the location is a variable that contributes information about the specific domain (in this case, terrorism). If the original question had been “Is there someone with Celiac in the audience?” the location would likely have less impact on the answer and would therefore contribute less information.

Taking this example a step further, if we were to ask about the presence of drug dealers at the university, this could yield more information, but perhaps only if we ask it after dark. Here, the subject of the question (terrorism, drugs) should affect the choice of the key variables (location, time, etc.), their interactions and their importance.

The same principles apply to how intelligence agencies can collect information over communication networks.

## DATA MONITORING

Communication networks and devices like smartphones are ubiquitous and have changed how we behave. Fifteen years ago, text messages were barely in use. No one would have predicted that within a few years, texting would effectively end the use of voice mail.

Unfortunately, text messages and other modern communication methods provide fertile ground for terrorists and other

criminals to interact and engage in illegal activities. But there's a silver lining: these communication methods also create digital tracks and evidence that were unavailable with previous technology.

It's well known that security and law enforcement agencies make extensive use of digital data by monitoring communication channels. This data is considered a valuable source of intelligence.

Data-mining is a form of machine learning that aims to extract knowledge from data.

By analyzing billions of communication records using data-mining tools, police agencies can detect important objects such as mobile phones or land lines that can be investigated in a more detailed and accurate manner.

But there are limitations. Large-scale information monitoring raises some challenges regarding the technology of data collection, and its analysis. While it's important to present the information in a clear and concise way to the relevant law enforcement experts, other times it's more important to strive for maximal public privacy.

Legality and cost are also important considerations. For a government agency to monitor the contents of a suspect's communications, it must receive legal permission to do so. Additionally, the costs of manpower and equipment to fully monitor a suspect's communication are remarkably high.

In recent years, we've seen the development of numerous machine-learning methods (systems that automatically learn from data) for dealing with large quantities of data and information. These methods have been applied to different fields, including fraud detection and suspect identification.

## TARGET-BASED BAYESIAN NETWORKS

A research group led by Prof. Irad Ben-Gal in Tel Aviv University has developed a way to make use of information theory and machine-learning tools to detect anomalous behaviour

in cellular network records. In particular, PhD student Aviv Gruber and Prof. Ben-Gal developed the Target-based Bayesian networks algorithm.

Bayesian networks are well-known graphical probabilistic models that provide the user with graphic intuition about how different variables are correlated with each other. The goal of the Target-based Bayesian network is to choose the most informative and explanatory set of attributes and tie them together for specific types of questions.

Figure 1 shows an example of a Target-Based Bayesian Network. The bottom circle 'anomalous' is the class variable or the objective.

By looking at a number of different attributes, including the minimum, maximum and average call durations, and the standard deviation of the call duration, we can determine whether a certain phone number is behaving in an anomalous or irregular fashion.

The number of calls is also relevant. According to the Bayesian network depicted in the figure, all these attributes are relevant when determining whether a phone number is behaving anomalously. The Bayesian network results in a set of questions concerning the values of these attributes and the relations between them.

Gruber's context-based algorithm can analyze moving digital data and detect suspects via the metadata (data about data) of telecommunication systems. While the data of a text message is the message itself, the metadata of the message includes the size of the message, the time it was sent and the location from which it was sent.

The algorithm doesn't have access to the content of the call detail record (CDR), whether it's a text message or a conversation. The algorithm uses only the metadata of the interaction and, by revealing behavioural usage patterns, it can classify the targeted characteristic according to the user's behaviour. This is extremely significant, as it circumvents many privacy issues, and avoids interpretation of the CDR.

The algorithm works by assembling

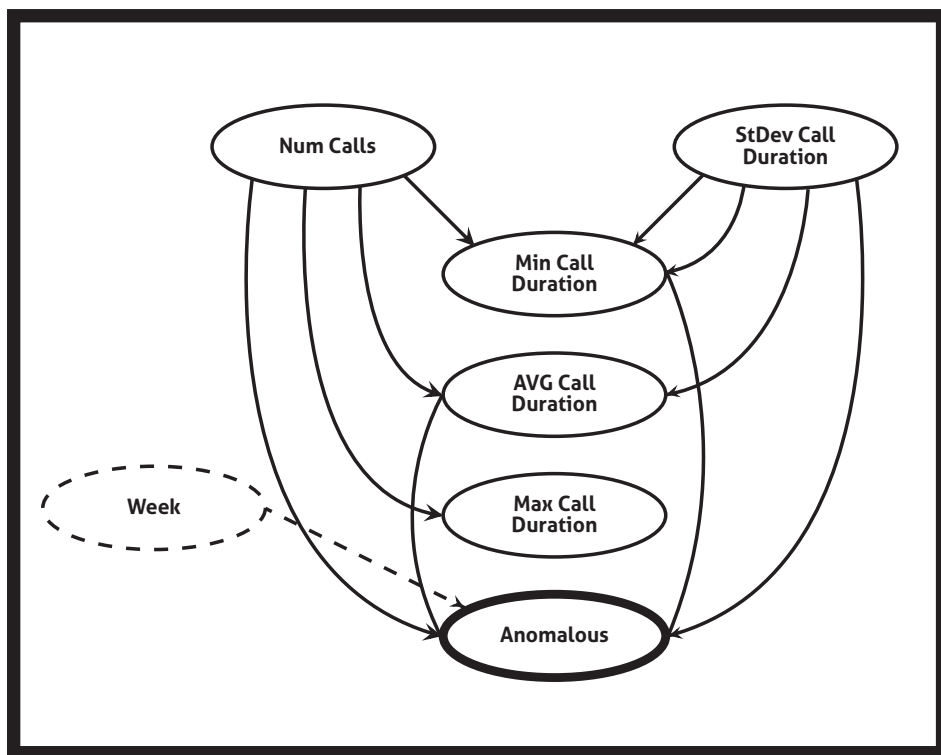


Figure 1 - An example of a Target Based Bayesian Network

pieces of information such as phone calls, e-mails, banking or credit card interactions, and reducing them to a set of key affecting variables for analysis. For instance, a single phone call has several variables to consider: the recipient, the time and length of the call and the caller's location. Based on this information, the algorithm assesses the patterns to predict future movements.

Depending on the algorithm used, the variables believed to be most influential are depicted. In most cases, the expected influences are depicted alongside some non-trivial ones, providing new insights for the domain expert to reveal new patterns of interest within the data.

Instead of drawing all the connections between all domain variables, target-based Bayesian networks concentrate on one target variable, and draw the most influential connections with other domain variables.

## IDENTIFYING SUSPECTS

The initial goal of the research, as defined jointly with a leading company in homeland security, was to correctly distinguish between suspects and non-suspects. By learning from a database with known suspects and non-suspects, the algorithm identifies the important attributes and

behavioural patterns of suspects — all from the metadata.

The requirements of the algorithm were to reach at least a 50 per cent recall and one per cent false-positive rate. A 50 per cent recall means that 50 per cent of the suspects must be detected. The false-positive rate is the percentage of false detections.

There's a clear trade-off between the recall and the false-positive rate. The higher the recall, the higher the false-positive rate. That's to say, the more people the algorithm detects as being suspicious, the more likely it is to misidentify someone as a suspect.

Due to the sensitivity and the high cost of closely monitoring a suspect, the false-positive rate was the dominant objective, allowing up to one per cent of false detections. This goal was achieved in a successful proof-of-concept project that was conducted with the help of student Shai Yanovski. Compared to other algorithms, the target-based Bayesian network correctly identified 30 more suspects and prevented 6,000 false detections for every million people.

Often, when there's no prior data about a known group of suspects, one would like to spot anomalous behaviour. Anomalous behaviour can be relative to the group, or

relative to the general population. Although any abnormal behaviour can point to suspicious activity, one must make sure that it's relevant.

For instance, if there's a surge in the number of text messages being sent from members of a group, one must see if there's a similar surge throughout the entire population, perhaps because it's the holiday season, thus implying that there isn't reason to suspect malicious activity.

The dotted circle in Figure 1 is such a case. It's possible that the relevant attributes as shown in the figure point to anomalous behaviour, but once the information of the week of the year is introduced, and the network still points to anomalous behaviour, it's regarded as an irrelevant one. The targeted Bayesian network, and specifically the developed algorithm, is flexible enough to appropriately deal with this.

Another important task that the algorithm had to address is the ability to detect behaviour pattern changes over time.

The algorithm creates a behaviour model for each suspect. If there are changes in that behaviour, or if a new phone number appears in the database following a similar behaviour model, it may be the same suspect using a different phone.

This is very useful, as criminals tend to replace their phones frequently to avoid detection. The algorithm is capable of finding new numbers belonging to the same suspect.

Unlike some other data-mining algorithms, the target-based Bayesian network is a 'white box,' allowing the user to see the factors that led to the conclusion that a person is a suspect, and therefore is more easily understood.

The target-based Bayesian network proved itself as a good algorithm for filling all the above requirements and more, and was capable of directing security agencies toward people who were indeed terrorists, rather than innocent people.

The technology has been transferred from academia to a leading company in homeland security.

While the emphasis of this research was to detect terrorism-related suspects, theoretically, the same technology could be used for detecting other types of criminal activity such as drug trafficking and pedophiles. ■



# just THE FACTS

## THE EVILS OF ECSTASY

*MDMA, the chemical drug that's also known as ecstasy, was synthesized about 70 years ago to be used as an appetite suppressant. It became a hit among party-goers in the 1980s, but now, the brightly coloured pill is sought after by a wide range of users who are drawn to the feelings of euphoria and emotional warmth. But the peace and love drug also has a menacing impact on physical and mental health as well as society.*

Ecstasy is the street name for drugs that include, or are similar to, the drug methylenedioxymethamphetamine (MDMA).

Since MDMA is produced in clandestine labs, users can never be sure of what they're buying. Tablets usually include the drug 3, 4-methylenedioxymethamphetamine (MDMA), but can also be laced with methamphetamine, ketamine, cocaine, caffeine and the diet drug ephedrine.

Its primary dealers and buyers are suburban middle to upper-income teenagers and college students.

In its original form, MDMA is an oily substance. It's usually made into brightly coloured pills or capsules that resemble prescription drugs.

Usually 30 to 45 minutes after MDMA is ingested, users can experience altered perception, anxiety, increased heart rate, psychosis, convulsions and paranoia. These effects can last up to a week after taking the drug.

MDMA alters normal brain functions, leaving users at risk for depression, impaired memory and panic attacks.

MDMA causes an increase in body temperature, which can be fatal for those

who take it at high-energy, overheated raves or dance parties.

A single MDMA tablet that costs less than \$1 to make can be sold for up to \$30 on the street.

Safrole, the main precursor in MDMA, is a controlled substance in Canada. Other precursors are not controlled and are imported by Canadian crime groups often from China and India.

According to North Carolina State University, Safrole is derived from Cambodia's

Police, in 2008, more than 900 tonnes of mreah prov timber was illegally cut down by one crime group, which produced 35 tonnes of safrole. The safrole was seized by Cambodian authorities, but had the potential to yield 260 million MDMA tablets worth more than \$7.6 billion.

For every kilogram of MDMA produced, eight kilograms of toxic waste is also produced, which can pollute the local environment.

According to the *National Post*, between July 2011 and March 2012, there were 19 MDMA-related deaths in British Columbia and 12 in Alberta.

Of those 31 deaths, 13 were caused by MDMA that contained paramethoxymethamphetamine — a highly toxic drug that is considered five times more toxic than MDMA itself.

According to the *New York Times*, the RCMP seized 5.2 million hits of MDMA in 2006, which was up from 1.1 million in 2004. Seventy per cent of the 2006 seizures were laced with methamphetamine.

The RCMP's 2009 *Report on the Illicit Drug Situation in Canada* states that Canadian-based organized crime groups made enough MDMA to meet the domestic demand. They also provided significant quantities for international markets such as the United States.

Before 2004, most of the MDMA that was available in Canada was made in the Netherlands. Now, Canada is recognized as one of the main producers of the synthetic drug, with most production, trafficking and exportation happening in British Columbia.

mreah prov trees, and the high demand for MDMA is leading to severe deforestation.

The oil extracted from these trees is distilled over fires, which requires huge amounts of firewood from Cambodian forests. Water near these clandestine distilleries also becomes tainted with poisonous and carcinogenic runoff.

According to the Australian Federal





# COMMON GROUND

## PARTNERSHIP LINKS HOMICIDE VICTIMS TO SUPPORT

By Mallory Procnier

When someone is murdered, he or she isn't the only victim of a homicide. Friends, family members and others can also be victimized, and their grief can last a lifetime.

To better provide victims with the support they need, British Columbia (B.C.)'s Integrated Homicide Investigation Team (IHIT) partnered with the B.C. Victims of Homicide (BCVOH), an initiative of the B.C. Bereavement Helpline group, last year.

### EXTENDED CARE

The RCMP in B.C. normally link victims with provincial victim services workers in the initial stages of a homicide investigation. But over time, victims begin to realize the impact that homicide trauma has had on their lives and want to talk and share the healing process. They require more help than victim services can provide.

"While we have a one-on-one support setting in the initial stages, BCVOH is more of a group setting where people can sit down and talk about what they've gone through with other people who are going through similar experiences and pain," says Sgt. Jennifer Pound, a member of IHIT who also sits on the BCVOH advisory committee.

In this non-formal partnership, IHIT members refer victims to BCVOH when they believe victims are ready to receive extended help.

There, victims participate in small, eight-week-long group workshops or monthly drop-in support groups where they

vent, talk and share their feelings with others who have also lost someone to homicide.

"The most optimal time to refer people to BCVOH is three to six months after a homicide, typically when the shock has worn off," Pound says. "However, this referral process can extend to years after the homicide."

Supplementary to her involvement on the advisory committee, Pound also delivers presentations to victims on the process of homicide investigations — why they can take so long and why victims can't always get the answers they're looking for from police.

"At times, to the families, it appears as though we aren't doing anything," Pound says. "But if we can keep those lines of communication open with the families and ensure them that the investigation has not been forgotten, it helps provide peace of mind."

### MUTUAL BENEFIT

Christopher Ducharme, founder of BCVOH, understands how important it is for survivors of homicide victims to receive extended support.

When he was 14, Ducharme's mother was murdered by her boyfriend, a former Vancouver Police Department officer. Since that time, he's lost four other close acquaintances to homicide but has also championed homicide victim support in B.C. to make sure victims don't have to suffer in silence.

"Victims can't comprehend at the beginning that they have a choice of how they

perceive their loss, so if they can see success through the example of someone like me or the many other victims who have become meaningful leaders, I think there's a powerful statement in that," Ducharme says.

Ducharme says when police refer victims to a support group like his, it reduces secondary victimization issues, decreases frustration and contention between investigators and victims and increases the amount of time investigators can dedicate to solving a homicide case.

Sgt. Vince Tucker, an investigator with IHIT, says it also gives him peace of mind that victims are being taken care of.

"Because we are a unit that investigates a large number of homicides each year, the investigators are not able to spend the amount of time they would like to with the families," Tucker says. "This group helps them and it also takes a bit of the pressure off us because they're finding relief in these workshops."

But just because BCVOH can provide support to victims, it doesn't mean investigators have to completely surrender that role.

"Victims want to touch base with the investigators because that's their only link to the investigation, and we recognize that," Pound says. "This doesn't take the responsibility away from us, nor would we want to give that up 100 per cent."

### FINDING PEACE

Ducharme says the victims who have been referred to his group by IHIT can't say enough about how the program has helped them. He's even met an individual at BCVOH who hadn't spoken to anyone about her victimization experience 40 years ago and is now finding help there.

IHIT and BCVOH hope to formalize their partnership in the near future to increase the flow of information between both agencies and to increase access to victim support. ■

Christopher Ducharme of BCVOH and Sgt. Jennifer Pound of IHIT work together to make sure surviving victims of homicide receive support.



Courtesy Christopher Ducharme

FOR MORE INFORMATION,  
PLEASE VISIT:  
[HTTP://WWW.BCVOH.COM](http://www.bcvoth.com)



# WHEN DISASTER STRIKES, ORDINARY CITIZENS RESPOND

## IT'S TIME TO MAKE THEM PART OF THE PLAN

By Joseph Scanlon and Jelle Groenendaal

The Amsterdam-Amstelland fire department has launched an initiative to change the way emergency agencies look at emergency response.

The fire department is trying to integrate ordinary citizens into emergency response. More than just lip-service, it ran an exercise in which all the responders acted as theatre-goers who, on leaving a performance, discovered an incident outside the theatre doors.

At first glance, including members of the public into an emergency response plan might seem absurd. Police tend to think of emergencies as site-specific events like traffic accidents, train wrecks or a collapsing building where they manage the scene, firefighters deal with fires, spills and heavy rescue, and ambulance personnel deal with the injured. Most emergency plans and emergency exercises assume precisely that kind of scenario.

Sometimes that is what happens and the site of the incident can be well controlled. In December, 1985, for example,

when a plane carrying members of the 101<sup>st</sup> Airborne crashed near Gander Airport in Newfoundland, there was just one access road to the crash site. The RCMP and the municipal police had it closed off within minutes and kept the site controlled with some help from unarmed military personnel from Canadian Forces Base Gander.

But many emergencies aren't like that. They don't unfold at a single site and as a result site control isn't possible. In some situations, it may well be some time before any emergency agency knows the full extent of what's happened.

### EDMONTON'S BLACK FRIDAY

On July 31, 1987, Edmonton and neighbouring Strathcona County were hit by a tornado that stayed on the ground for one hour and five minutes, starting south of the city and ending in the city's northeast corner.

When word of the tornado first reached police, fire and ambulance responders, most of their available personnel headed to a

residential area and an adjacent industrial zone southeast of the city.

But the tornado kept going and as it did, it left debris blocking many roadways. Torrential rain flooded underpasses all across the northeast part of the city. By then, too, there were so many problems, that police and other emergency communications systems were overloaded. Everyone was on the air with an emergency to report.

By the time the tornado hit the Evergreen Mobile Home Park in the northeast corner of the city, most emergency personnel were committed elsewhere. Even if they hadn't been, due to the damage, they would have had difficulty reaching Evergreen, which was the hardest hit of the communities in the tornado's path. Of the 27 people killed that day, 15 were from the Evergreen trailer park.

It was 14 minutes before any news of the trailer park reached Edmonton police, fire and ambulance workers, and 21 minutes before the first emergency response personnel — volunteer firefighters from a nearby forensic psychiatric hospital — reached the devastated trailer park.

In those 21 minutes, it was the survivors, some of whom were injured themselves, who assisted the wounded into undamaged and damaged vehicles and took them to medical centres. By the time the first emergency personnel arrived, the walking wounded were gone and so were all those who assisted them. The more seriously injured — including the dying — were still trapped in the wreckage (ordinary people find it difficult to do heavy rescue).

But that wasn't evident to the arriving emergency personnel.

By the time emergency responders arrived, other residents — mostly those coming home from work — had no idea what had happened or who had been there and left, either as a rescuer or the rescued. They were convinced their loved ones were trapped in the wreckage. Some were, but many had long since left for hospital.

Police and firefighters had no choice but

Emergency responders are starting to make ordinary citizens part of their response plans, as in this exercise by the Amsterdam fire department in which a theatre-goer helps a victim outside the Carre Theatre.



ANP Photo





to start a systematic search for the missing who were presumed trapped.

Is there any way this problem could have been avoided?

The answer is yes, but it requires two things: an understanding of the role ordinary people play in emergency response and co-operation between the medical community and emergency responders such as police and firefighters.

The fact is, during a widespread destructive incident, survivors don't stand around and wait for someone to help; they look around and do whatever they can. If that involves rescuing the injured and transporting them to hospital, they'll do just that. In most such incidents, initial search and rescue and transport of the wounded to hospital are done by survivors.

This has several consequences. It means that the least injured will reach hospital first. It means that most of the injured will go to the nearest hospital. And it means that when emergency personnel arrive, they won't know what has happened. The rescuers and the people they rescued will have left.

Once that's understood, it's possible to think of solutions.

First, it's important that hospitals, on receiving injured, try to identify the names of the victims and all the Good Samaritans who helped them. They can then relay that information to those doing search and rescue. (It's also important that hospitals move the lightly injured quickly out of emergency and prepare for the more seriously injured who will arrive later.)

Second, it would be helpful if some uninjured survivors remained in major impact areas to keep track of what's happened so they can inform emergency personnel.

That may sound difficult but that was exactly one of the things suggested when Ottawa seniors and Ottawa police held a workshop on what seniors could do in an emergency.

## ADDITIONAL EYES

It was suggested they could do what block parents do: keep informed about what's going on in their block. When an emergency occurs, they would not only know who was at home and who was away, they could keep track of who was rescued and who rescued them. This information would help responders identify who, in all probability,



A number of citizens (circled) helped emergency responders after the Turkish Airlines crash in 2009.

still needed rescuing. In short, they would become a valuable on-site resource without the need to do anything physical.

Both these approaches make sense but they make sense only when it's understood what actually happens and when plans are based on reality, what American emergency physician Erik Aufder Heide calls "evidence-based planning."

The point of the Amsterdam initiative is not to tell others how to plan but to change the mind-set of emergency personnel. To shift the thinking from how do I get these ordinary people out of the way to how do I plan in light of what they'll do before I arrive, how can I enlist their support and how can I make sure what they do will enhance our response?

The Amsterdam-Amstelland fire department isn't the only emergency agency in the Netherlands to embrace new approaches in engaging ordinary citizens during a disaster. The Amsterdam Police run a free service called Burgernet ([www.burgernet.nl](http://www.burgernet.nl)). A citizen who subscribes to this service will be electronically notified if an emergency occurs — anything from a child missing, a police search for a vehicle or an industrial accident. The system is set up so that notices go only to those who voluntarily register themselves on the police department's website.

In November 2012, the national government launched NL-alert ([www.nl-alert.nl](http://www.nl-alert.nl)), a national warning service quite similar

to Burgernet. The NL-alert system can send electronic messages to mobile phones in the affected area. The messages contain information about the emergency and any instructions about what to do.

In addition, every emergency service in Amsterdam has its own social media channel. This initiative took place in 2011 after the public sent more than 200,000 tweets about the way the fire service and the government responded to an industrial fire.

The Twente Fire Department at Enschede, about two hours from Amsterdam, is piloting another project in which some fire officials carry i-Pads. The devices can provide information about the buildings in their response area and allow them to see visuals shot by ordinary people at the scene, who load the images and send them to off-site command posts. The officers can view the images on their i-Pads immediately, and respond accordingly, rather than seeing them for the first time on the six o'clock news or on YouTube.

*Joseph Scanlon is Professor Emeritus and Director of the Emergency Communications Research Unit (ECRU) at Carleton University in Ottawa. He has studied emergency response for 42 years and is a regular contributor to the Gazette. Jelle Groenendaal is a doctoral student at Radboud University Nijmegen who works with the Amsterdam Fire Department. ■*



# NEW PORTRAIT OF CANADIAN SEXUAL MURDER



By Melissa Martineau, Behavioural Sciences Branch, RCMP

The average police officer will investigate thousands of crimes during the course of a career, but few are likely to come face to face with a sexual murderer.

It's estimated that sexual homicides make up between one per cent and four per cent of all homicides in North America (Chan, Heide, & Myers, 2012; Meloy, 2000; Roberts & Grossman, 1993).

While these cases are rare, they're a top priority for police. Not only do the police face considerable public pressure to solve such crimes, homicides present the greatest challenge to the law enforcement mandate: protecting the public.

The public is both horrified and intrigued by sexual murder, which is evident by the considerable media attention these cases receive. Paul Bernardo, Robert Pickton, Russell Williams — infamous for the depravity of their crimes — have become household names. However, one must ask: Do these individuals reflect the true portrait of a Canadian sexual murderer?

The desire to develop a more comprehensive understanding of sexual murder in Canada has led to a collaborative research partnership between Dr. Eric Beauregard of

Simon Fraser University's School of Criminology and Melissa Martineau, a senior research specialist with the RCMP's Behavioural Sciences Branch and the Canadian Centre for Missing and Exploited Children.

The aim of this partnership is to conduct a series of research studies based on a large sample of Canadian sexual homicides that will inform Canadian law enforcement investigative practice.

The first study in the series on Canadian sexual homicide describes the offenders, victims and offence characteristics among a sample of 350 cases. These homicides, both solved (250) and unsolved (100) at the time they were entered into the police database, were committed between 1948 and 2010.

## WHAT IS SEXUAL HOMICIDE?

From a legal perspective, there's little need to define sexual homicide. In fact, the *Criminal Code of Canada* provides no insight into how one might differentiate a sexual homicide from other homicide types. The *Criminal Code* provides one provision for culpable homicide — murder — with the only distinction being the level of premeditation.

The classification of homicides by subtype

is driven by the desire to understand the offence and its perpetrator. Subtypes speak to motivation and behaviour likely to be evident in the offence. The question becomes, what distinguishes sexual murder from non-sexual murder? While the answer may seem obvious, the sexual components of a homicide are not always readily apparent.

To facilitate the appropriate classification, the FBI defined sexual homicide to include at least one of the following: a victim's state of dress, exposure of the sexual parts of the victim's body, sexual positioning of the victim's body, insertion of foreign objects into the victim's body cavities, evidence of sexual intercourse or evidence of substitute sexual activity, interest or sadistic fantasy (Ressler et al., 1988).

In some cases, the sexual aspect of the offence is immediately evident at the crime scene. In other cases, an astute review of the evidence at the crime scene reveals an offender's motivation to be sexual in nature. And, in other cases, the sexual nature of the offence is known only to the offender and will likely never be correctly classified.

## PRELIMINARY FINDINGS

The portrait of the Canadian sexual



murderer that emerges from our research differs from the popular stereotype of the socially inept, middle-aged offender targeting random stranger victims. The portrait also differs from those arising from previous research (Carter & Hollin, 2010).

The average age of the sexual murderer is 28 years, younger than the stereotype but older than the average age cited in past research. The observed age difference may be due to the larger sample in our study. However, when examined in combination with criminal history information, the age difference takes on a totally different meaning for the investigation of sexual homicide.

Sexual murderers typically have a criminal history or established criminal career (Grubin, 1994; Oliver et al., 2007). Many people believe that sexual murder culminates a pathway of escalating sexual violence; one may expect a sexual murderer to have a history of rape or other sexual offences (Grubin, 1994; Oliver et al., 2007).

But our sample of sexual murderers had an average of 0.4 prior convictions for sexual crimes, with appropriately 80 per cent having no prior sexual convictions. Thus, the investigative strategy of prioritizing known sexual offenders may be less than fruitful when investigating cases of sexual homicide. Many sexual homicides are committed by a slightly older yet less criminally experienced offender.

The majority of sexual homicide offenders in the current study are male and Caucasian, although a significant proportion are Aboriginal. While some offenders are in intimate relationships, the majority are single or separated/divorced. In this study, only a minority of sexual murderers are described as loners who avoid social contact with others.

Interestingly, slightly more than 23 per cent of offenders presented evidence of paraphilic behaviour (atypical sexual arousal to objects, situations or people) and one out of every five sexual murderers was known by police to possess a sexual collection (pornography or other sexual paraphernalia).

The act of collecting erotica or other sexual materials may be related to paraphilic behaviour. Depending on the nature of the materials the offender possesses, they may serve to stimulate or encourage specific paraphilia.

From an investigative standpoint, evidence of paraphilic behaviour at the crime

scene may suggest that an offender is a collector of sexual materials.

Knowing that one fifth of sexual murderers possess sexual collections may be useful when preparing affidavits in support of a collateral material search warrant.

## THE IMPORTANCE OF VICTIMOLOGY

The characteristics of the victim of sexual homicide may offer some insight into the perpetrator of the offence.

Sexual murderers tend to select victims close to their own age: there was a one-year age difference between the average age of the offender (28) and the average of the victim (27) among our sample.

As expected, the majority of victims were female, with a smaller proportion (10 per cent) of male victims. The selection of a male victim may speak to the sexual orientation of the offender but this isn't an absolute.

More than one third of the victims in our sample abused alcohol and one out of four abused drugs. Slightly less than one in five victims were known to engage in prostitution. Victims who have dependencies and/or are engaged in the sex trade may be more likely to place themselves in high-risk situations (attending isolated areas, engaging with unknown persons). The relationship between victim risk and offender risk is inverse: targeting a high-risk victim places the offender at a lower risk of being caught.

## MODUS OPERANDI

As found in previous research, the most

common cause of death in sexual homicide is strangulation/asphyxiation. The use of a weapon is also common, but they are often used to control or mutilate a victim as opposed to inflicting fatal wounds. Two out of five offenders in our study used a con or a ruse to make contact with the victim, once again defying the common stereotype of the inept, introverted offender.

More than half of the offenders used no known precautions to avoid detection by police. The majority of offenders don't appear to be overly concerned with leaving evidence behind. It appears that few offenders exhibit forensic awareness and proceed with caution when committing their offence.

The majority of sexual murderers kill their victims in an outdoor location or in the victim's own residence. In fact, 20 per cent of victims were murdered within their own homes. Thus, the commonly held belief that women are safest from victimization within the home is not supported by our findings.

Sexual murder is a complex phenomenon. As we continue to study Canadian cases, we hope to glean a clearer portrait of the murderer, his crime and the dynamics that translate sexual fantasy into very real fatality.

The complete findings are available in *A Descriptive Study of Sexual Homicide in Canada: Implications for Police Investigation, International Journal of Offender Therapy and Comparative Criminology* (2012). ■

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# HUMAN TRAFFICKING IN CANADA

## EXPLORATORY STUDY CALLS FOR REFORMS

By John Winterdyk, Julie Kaye and Lara Quarterman

Most Canadian law enforcement agencies know that human trafficking — both domestic and international — is a global problem, and Canada isn't immune. Human trafficking is a profitable criminal enterprise, which the Council of Europe estimates to be worth more than \$42 billion, and it's a low risk for disruption.

What's less certain is how pervasive the problem is in Canada since estimates are often unreliable. Not only has human trafficking remained understudied, but a lack of evidence-based research continues to present significant challenges to law enforcement agencies in determining how best to track and respond to this illicit activity.

### HUMAN TRAFFICKING AND THE LAW IN CANADA

Fortunately, the international community is coming to terms with the fact that human trafficking, according to the United Nations Office on Drugs and Crime, is the second most profitable crime in the world.

In 2000, the United Nations drafted the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children* (known as the Palermo Protocol) that Canada signed and ratified by amending the *Criminal Code* to include Section 279.

However, this amendment didn't specify formal monitoring of the phenomenon in Canada. Other countries in the European Union have developed response mechanisms and, in 2005, 43 countries signed an agreement and established a Group of Experts on Action against Trafficking in Human Beings (GRETA), which created channels for formal monitoring of its members' compliance with the Protocol.

Nonetheless, Canada has made legislative changes in an effort to combat human trafficking and protect its victims. Specifically, in 2002, the first law to address human trafficking as a crime was enacted under Section 118 of the *Immigration and Refugee Protection Act* (IRPA),

which states the following:

No person shall knowingly organize the coming into Canada of one or more persons by means of abduction, fraud, deception or use or threat of force or coercion, and

For the purpose of subsection (1), "organize," with respect to persons, includes their recruitment or transportation and, after their entry into Canada, the receipt or harbouring of those persons.

In 2005, Canada ratified the Palermo Protocol by incorporating Section 279 into its *Criminal Code*:

279.01 (1) Every person who recruits, transports, transfers, receives, holds, conceals or harbours a person, or exercises control, direction or influence over the movements of a person, for the purpose of exploiting them or facilitating their exploitation is guilty of an indictable offence.

279.011 (1) Every person who recruits, transports, transfers, receives, holds, conceals or harbours a person under the age of 18 years, or exercises control, direction or influence over the movements of a person under the age of 18 years, for the purpose of exploiting them or facilitating their exploitation is guilty of an indictable offence.

### THE STUDY

*Human Trafficking in Calgary : Informing a Localized Response* is the first study of its kind in Canada. The intent of the research was to define the nature and scope of human trafficking by drawing from existing knowledge to enhance the localized response to these crimes.

Using Calgary as a pilot, the project targeted a wide cross-section of agencies representing various levels of government and non-government entities involved in all aspects of countering human trafficking,

including investigations and prosecutions of criminal cases and support services to victims of trafficking (or those populations that are assumed to be vulnerable to trafficking).

Because of the inherent complexity and diversity of experiences with human trafficking, the researchers sought a number of different perspectives.

First, an online survey was designed to gather information about the agencies represented by the respondents, their knowledge of human trafficking, their experience working on cases of human trafficking, including details of the cases they identified, and how they view the response to human trafficking in Calgary.

Second, the researchers conducted five focus groups, with three to five participants each, guided by 13 questions that were informed by feedback obtained through the surveys that had been administered earlier.

### BEYOND THE LEGAL DEFINITION

Among the key findings of the report was the expressed overreliance on the legal definition of trafficking. In particular, various types of human trafficking (temporary foreign workers and domestic workers, for instance) are potentially falling outside of a criminal justice response.

In addition, there was a clear call to clarify the definition of human trafficking, especially the element of exploitation. Respondents recommended that a cross-sector understanding of what constitutes trafficking be developed and implemented.

Finally, participants called for more specialized training to help detect and assist victims of trafficking.

With this in mind, the research underscores the need to improve strategies for raising public awareness about the realities of human trafficking and to build the capacity of relevant services to provide effective support for the needs of trafficked persons through referrals.

Respondents strongly suggested that a non-governmental group is essential for creating awareness, facilitating collaboration



Various types of human trafficking — temporary foreign workers and domestic workers, for instance — are potentially falling outside of a criminal justice response.

among agencies involved in supporting victims of human trafficking, and supporting the prosecution of the criminals.

### FILLING THE GAPS

The project sought to capture existing knowledge on human trafficking by identifying the experiences and needs of trafficked persons as seen by those on the front lines.

The results revealed that there are a number of significant gaps in how agencies and services identify and assist victims of trafficking.

Many of these challenges are relevant to law enforcement agencies across Canada as they manoeuvre to find effective responses to combatting the problem.

Based on the Calgary findings, it appears that the general lack of understanding of the meaning of human trafficking, an overreliance on the legal definition of human trafficking, and unrealistic messaging and awareness raising of the problem have hampered effective responses to human trafficking.

The results point to the need for greater involvement from the legal and judicial com-

munity to address these issues, both with respect to the prosecution of perpetrators and the rights of victims of trafficking.

The study suggests that law enforcement agencies should play an active role in supporting a fuller understanding of the definition as well as creating support mechanisms that include actors outside of law enforcement bodies.

Without taking such an approach, law enforcement efforts won't be able to address the rights and needs of trafficked persons and successful prosecutions.

The enforcement of trafficking laws are challenging. As human trafficking gains recognition, trafficking strategies and methods evolve, and efforts to combat the transnational crime become more politicized. When working in a context that spans law enforcement, government agencies, and non-governmental entities, cross-sector definitions and protocols are needed to effectively respond and to reflect the experiences of trafficked persons.

Although Canadian law enforcement agencies have done much to combat human trafficking, our findings show that traffick-

ing is happening in Calgary but is often not identified accurately.

Given the challenges of addressing the diverse experiences of trafficked persons, partnerships between law enforcement, government agencies and community-based organizations are essential to abate this grievous human rights violation.

*Professor John Winterdyk is affiliated with Mount Royal University. Julie Kaye is a PhD candidate in the Department of Sociology, University of Saskatchewan and the recent past co-ordinator of the Calgary Chapter of Action Coalition on Human Trafficking (ACT). Lara Quarterman, MA, was the previous co-ordinator for the Calgary Chapter of ACT. ■*

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# LATEST RESEARCH IN LAW ENFORCEMENT

*The following are excerpts from recent research related to justice and law enforcement and reflect the views and opinions of the authors and not necessarily those of the organizations for which they work. To access the full reports, please visit the website links at the bottom of each summary.*

## POLICE AND THE COMMUNITY

**By Wesley G. Skogan and Megan Alderson**

A survey was conducted in 11 cities and more than 1,230 officers participated. Survey content was drawn from extensive research in the field by platform researchers and others, though some items were newly constructed.

Some communities involved were prosperous and racially homogenous, while others home to diverse populations and large pockets of poverty. The city in this study with the worst problem had a 2009 violent crime rate that was 16 times that of the safest city.

The agencies ranged from fewer than 50 total employees to those with several thousand officers. Most respondents were working on the front line: 70 per cent held the rank of police officer, and 85 per cent held field rather than back-office assignments. Half were under age 40, 17 per cent were women, and racial minorities made up 37 per cent of those responding.

Response rates for the survey ranged from 12 per cent to 97 per cent; they were highest in small agencies, and overall averaged 48 per cent.

Particular agencies are not identified in the report but instead it focuses on general trends and lessons for practice.

## KEY FINDINGS

Agencies vary considerably in the support they appear to give community policing from the top. When asked what percentage of officers 'agree' or 'strongly agree' with the view that the department works hard to educate the public about their role in public safety, support ranged across the board from 28 to 88 per cent.

There is a great deal of variation from place to place in whether officers think their

peers support community policing. When asked if the department personnel would 'accept community policing as a valid policing strategy,' cities ranged from 26 to 92 per cent thinking that their peers were behind the concept.

What officers themselves think is influenced by their perception of what their agency is trying to do and by what they think their peers will support. On average, between about 60 and 95 per cent of officers agreed with the statement that 'police officers should try to solve non-crime problems in their beat.'

Officers representing the department were supportive of community policing, and by-and-large reported that positive things happen when they meet with the public. Two-thirds thought police are doing a good job working with residents to solve problems, and 75 per cent that they are good at keeping residents informed about their problem-solving efforts.

Officers in most cities feel they have the support of the public, and the more support they see the more positive they are about their department's community policing program. Most cities reported largely positive relationships with the public, ranging upwards from 70 per cent on this and other measures.

## CONCLUSIONS AND IMPLICATIONS

This survey illustrates how the platform can be used to measure the extent and origins of support for community policing within U.S. police agencies. There is substantial variation between and within agencies that will be useful for measuring organizational excellence in the realm of community policing.

Administrative and peer support for community policing seems to influence individual officers to adopt this model, although repeated measurement over time within the platform will help to clarify cause-and-effect relationships.

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## SOLVING SEXUAL ASSAULTS: FINDING ANSWERS THROUGH RESEARCH

**By Nancy Ritter**

Reports of thousands of untested sexual assault evidence kits in police storage have been grabbing headlines for the past few years. But little empirical evidence is known about the value of DNA testing large numbers of sexual assault kits (SAKs) that have long been held in police property rooms.

Their probative value of forensic evidence depends largely on the circumstances of the case — pivotal in one, less important in another. For example, if the perpetrator is a stranger to the victim, a DNA profile can be crucial in identifying the suspect and adjudicating the case. However, less so if they are known to the victim already or if they admit to sexual contact.

The NIJ provided grant support to examine the role of DNA testing of untested SAKs in property rooms of the Los Angeles Police Department (LAPD) and the Los Angeles Sheriff's Department (LASD).

The two primary goals were to look at a random sample of the nearly 11,000 kits to assess the efficacy of DNA testing and determine the criminal justice outcomes (arrest, charge, conviction) within the first six months after the kits were DNA tested.

A small, randomly selected number of cases were selected. Of the 371 that were tested, there were no new arrests, new charges were filed in one case and there were two convictions in the first six months after these kits were tested.

There were several important facts to keep in mind when assessing the results. First, the study only considered the first six months after testing and the researchers didn't examine whether there have been additional arrests, charges filed or convictions since that time. Secondly, the sample size was small and so caution should be used in trying to extend the findings to other locales. Finally, the reasons for large numbers of untested SAKs in police property rooms may vary in different jurisdictions.

Based on these results, researchers





Little empirical evidence is known about the value of DNA testing large numbers of sexual assault kits that have long been held in police property rooms.

found that there was little immediate criminal-justice value in testing the large number of previously untested SAKs that were in the LAPD and LASD property rooms. What is unknown, of course, is whether there may be future dividends — that is, the potential to solve future crimes — from uploading the profiles to CODIS in cases that had not been previously adjudicated.

Of course, there are legitimate reasons why law enforcement might not send forensic evidence to a lab, including a belief that it would not be probative, or knowledge that the charges have been dropped or that a guilty plea has already been entered in the case.

One of the greatest challenges was determining why an SAK was not tested at the time of the alleged crime. In fact, the LASD performed an audit of its untested SAKs and determined that many of the cases had been adjudicated without the kits being DNA tested.

In the end, it was suggested that the nation's criminal justice agencies need better data management systems to ensure that detectives, crime lab analysts and prosecutors have access to the most relevant information in a case.

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### **PERCEPTIONS OF THE POLICING AND CRIME MAPPING 'TRAILBLAZERS'**

**By Kathryn Ray, Rosemary Davidson,  
Fatima Husain, Sandra Vegeris, Kim  
Vowden and Jacqui Karn**

The aim of this research was to examine public perceptions of 'trailblazer' initiatives across seven police force areas. These initiatives aim to increase transparency in policing and criminal justice, through embracing or building on the national [www.police.uk](http://www.police.uk) website.

The initiatives analyzed are as follows:

- Surrey Police Beat app — a smartphone application for local police communications
- Crime Reports — a more detailed crime mapping website developed by Com-

munity Safety Partners in Hampshire and the Isle of Wight Track my Crime — a case-tracking system for victims of crime developed by Avon and Somerset Police

- 'Neighbourhood News' — a newsletter issued by Dyfed Powys Police
- Incorporating criminal justice outcome on [www.police.uk](http://www.police.uk), tested in Leicestershire, Lincolnshire and West Yorkshire Police Forces prior to national rollout in May 2012

Qualitative research collected data from 22 semi-structured telephone interviews with policymakers and practitioners involved in the development and implementation of the initiatives, and from 14 focus groups (two in each area) with members of the public. The research has highlighted considerable public curiosity and, to an extent, an appetite for crime and criminal justice outcome information. However, a key message from the research was that providing more information should not be an end in itself.

The findings suggest a number of implications for future policy in this area:

- More information is not always desirable and can be counter-productive. Information needs to be high quality, relevant, usable and intelligible
- The type of enhancements that should be made depend on the purposes for which the site is to be used (aid in crime prevention, for the public to hold the police to account)
- Information provision alone is unlikely to stimulate greater public engagement in police accountability, without wider activity to educate members of the public on how they might use the information to do this effectively
- The initiatives need a 'hook' to keep people returning to them. Encouraging users to create an account and sign up for alerts, tailored to individual location and interest would be useful for maintaining engagement. ■

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# COLLABORATIVE CARE

## RCMP TAKES HOLISTIC APPROACH TO MENTAL HEALTH

By Sigrid Forberg

The RCMP in Surrey, British Columbia (B.C.) is working with its community partners to help clients facing mental illnesses.

Created in July 2011, the mental health liaison officer position is a direct point of contact between various community partners that deal with issues of mental health such as hospitals, outreach services, the parole office and the RCMP.

Cst. Taylor Quee, who helped develop and now occupies the position, says her job mainly consists of case management of high-risk or frequent-contact clients. Everyone involved found that there was a knowledge and communication gap that prevented them from best serving clients.

“What we have found is that if health care only has part of the picture they are only able to assist with part of the problem,” says Quee. “My job is to give a voice to the police and community contacts in a lens that is useful to our community partners.”

### ALTERNATIVE ANSWERS

More concerning was that as police contact increased, so did the level of risk in interaction. Quee works with her partners to develop care plans for their prolific clients to mitigate those risks.

“The point is to avoid escalations and traumatic take downs, which cause harm to

the patient, trauma to the patient’s family, bystanders and even to the RCMP,” says Dr. Marietta Van Den Berg, a psychiatrist with Surrey Memorial Hospital.

Sharon Courneya-Angus, a probation officer who deals a lot with clients in Surrey’s rougher neighbourhood, says the people they’re most concerned about are those facing isolation, homelessness, physical illnesses and addiction in addition to their mental illnesses.

That group consumes almost 80 per cent of Courneya-Angus’ time and resources. If the root causes of their behaviour are never dealt with, they just end up bouncing back and forth between the streets, jail and the hospital.

“When you get these individuals using these services, especially police and the hospitals as frequently as they do, it costs a lot of money,” says Courneya-Angus. “If we can all work together, the only barrier left is that they have to want the help.”

Courneya-Angus asserts many clients do recognize they have a problem and need help, but are unsure of how to find it. Or they might reach out to the wrong contacts. In one situation, a client who was feeling overwhelmed, distressed and suicidal, and was having repeatedly negative interactions with the police, was taught to directly seek

the psychiatric help she needed rather than continually involving the police.

### DIGGING DEEPER

Many people would think that traditional police responsibilities don’t include finding services for mentally ill community members. But Quee disagrees.

“We’re interacting with these clients regardless of whether we view that as part of our role or not,” says Quee. “Before, we weren’t really solving the problem and clients weren’t getting the help they needed.”

It can be difficult for police responding to calls for service when mental illness is involved, especially when they have little knowledge about the nature of mental health. And while it falls within the job to ensure clients get the services they need, that doesn’t necessarily mean that police should be the ones to provide that service.

One client in particular was having two to three police contacts a day when Quee became involved. He had been banned from various municipal centres due to his repeat disturbances and intimidating behaviour.

But as police contact continued, his behaviour and call volume both escalated. Relaying between general duty members and mental health employees, Quee helped come up with a plan to help him. Since January 2011, he’s only had four police contacts to date.

“They’re a vulnerable population,” says Courneya-Angus. “It’s easy for them to fall through the cracks. Arresting people is not always the answer.”

And the clients are noticing the difference. Van Den Berg says some appreciate the change in how they’re being treated or the effect their care plans have had on their entire lives.

“We helped a previously homeless man have a roof over his head, three square meals a day, surgery that he required but couldn’t get because he was homeless,” says Van Den Berg. “His entire quality of life has improved because of this collaboration and he can actually acknowledge that.” ■

The RCMP in Surrey, British Columbia have created a mental health liaison position to help manage the cases of high-risk and frequent contact clients facing mental health issues.

