

TABLE OF CONTENTS

Volume 1

Title Page (Volume 1).	i
(insert filing instructions after Title Page)	
Dedication.	iii
Foreword.	v
Preface.	vii
Table of Contents.	ix
Table of Cases.	TC-1

Chapter 1 Overview of the Regulatory Process; Constitutional and Legal Status of the Police

1.1	Legal Regulation of the Police.	1-1
	(a) Introduction.	1-1
	(b) Supervision of Chief Officers by Ministers of the Crown or Municipal Police Boards.	1-1
	(c) The <i>Charter of Rights and Freedoms</i>	1-2
	(d) The Civil Law Process.	1-2
	(e) The Police Discipline Process and the Public Complaint Process.	1-3
	(f) The Human Rights Law Process.	1-3
	(g) The Criminal Law Process.	1-5
	(h) Coronial Law and Fatality Inquiries.	1-10
	(i) Provincial Police Commissions and Ministry Policy.	1-10
	(j) Public Inquiries.	1-10
	(k) Ombudsman Legislation.	1-11
1.2	Constitutional Considerations.	1-11
1.3	Independence of the Constabulary.	1-16
	(a) Introduction.	1-16
	(b) British Jurisprudence.	1-18
	(c) Canadian Jurisprudence.	1-24
	(d) Analysis.	1-28
1.4	Independence of Individual Constables.	1-43
1.5	Extra-jurisdictional Authority.	1-49
	(a) Jurisdictional Limitation.	1-49
	(b) Exceptions to Limitation.	1-51
	(i) General Principles.	1-51
	(ii) Pursuit.	1-52
	(iii) Investigation.	1-54
	(iv) Special Jurisdiction.	1-55
1.6	Police Officers and Constables Distinguished from Other Functionaries.	1-56
	(a) General Principles.	1-56
	(b) Special Constables.	1-57
	(c) First Nations Constables.	1-59
	(d) Railway Constables.	1-60

LEGAL ASPECTS OF POLICING

(e)	Harbour Constables.	1-61
(f)	Volunteer Constables.	1-61
(g)	Cadets.	1-62

Chapter 2 Police Duties

2.1	Common Law and Statutory Duties.	2-1
2.2	The Requirement to Obey the Law.	2-2
	(a) General Principles.	2-2
	(b) Common Law Exceptions.	2-8
	(i) The <i>De Minimis</i> Exception.	2-8
	(ii) The Exception Relating to Protection of Life and Property.	2-10
2.3	The Scope of a Police Officer's Duties.	2-11
2.4	Whether Rules and Orders Constitute Duties.	2-15
2.5	Duty to Preserve the Peace.	2-17
	(a) Introduction.	2-17
	(b) Arrest for Breach of the Peace and Apprehended Breach of the Peace.	2-23
	(i) Introduction.	2-23
	(ii) Remedies for Breach of the Peace.	2-23
	(iii) Remedies for Apprehended Breach of the Peace.	2-24
	(c) Duty to Preserve the Peace: Other Consequential Powers.	2-32
	(d) Public Order Policing.	2-33
	(e) "Keeping the Peace" in Civil Disputes.	2-39
2.6	Duty to Enforce the Law.	2-41
	(a) Generally.	2-41
	(b) Police Discretion.	2-47
2.7	Duty to Protect Life and Property.	2-57
	(a) Generally.	2-57
	(b) Warrantless Police Entry.	2-58
	(c) General "Exigent Circumstances" Exception.	2-68
	(d) Protect Property of the Accused.	2-70
	(e) Duty to Control and Supervise Traffic.	2-71
	(f) Duty to Warn.	2-71
2.8	Duty to Execute Warrants.	2-73
2.9	Enforcement of Court Orders.	2-73
2.10	Duty to Prosecute.	2-75
2.11	Duties of Police in Labour Disputes.	2-77
2.12	Duties of Police at Municipal Council Meetings.	2-80
2.13	Miscellaneous Statutory Duties of Constables.	2-82
2.14	Duties of Chief Officers.	2-82

Chapter 3 Police Civil Liability

3.1	Introduction.	3-1
	(a) Common Law Individual Liability and Vicarious Liability.	3-2
	(b) Statutory Vicarious Liability.	3-5
	(i) Generally.	3-5
	(ii) "In the Course of Employment".	3-11
	(iii) Liability for Punitive Damages.	3-19
	(c) Other Preliminary Issues.	3-20
	(i) <i>Res Judicata</i> and Issue Estoppel – The Effect of Previous Criminal and Administrative Decisions on Civil Proceedings.	3-20
	(ii) Whether Police Officers are Fiduciaries.	3-23
3.2	Statutory Protection Available to Police Officers.	3-26
	(a) Protection Orders.	3-26
	(b) Constables' Protection Legislation and Public Authorities Protection Legislation.	3-28

TABLE OF CONTENTS

	(i)	Scope of Protection..	3-28
	(A)	The <i>Constables Protection Act 1750</i>	3-28
	(B)	Public Officers Protection Legislation.	3-29
	(ii)	Requirement that Conduct be Pursuant to Authority.	3-29
	(iii)	Specific Aspects of Protection.	3-32
	(A)	Time Limits..	3-32
	(B)	Security for Costs.	3-34
	(C)	Production of Warrant.	3-35
	(D)	Notice of Action.	3-35
	(E)	Protection Involving <i>Ultra Vires</i> Statutes..	3-36
	(c)	General Immunity Provisions.	3-36
	(d)	Proceedings Against the Crown Legislation.	3-39
	(e)	Municipal Limitation Periods.	3-39
3.3		Trespass to Land.	3-40
	(a)	General Principles..	3-40
	(b)	The First Lawful Justification to Enter Property:	
		Express or Implied Licence Granted by the Occupier.	3-44
	(i)	General.	3-44
	(ii)	“Express” Licence as a Justification to Enter.	3-44
	(iii)	“Implied” Licence as a Justification to Enter “From the Gate to the Door”.	3-50
	(iv)	Revocation of Licence.	3-61
	(c)	The Second Lawful Justification to Enter Property:	
		Legal Authority..	3-65
	(i)	Generally..	3-65
	(ii)	Preservation of the Peace.	3-65
	(iii)	Protection of Life and Property..	3-65
	(iv)	Trespass in the Course of Arrest.	3-66
	(v)	Fresh Pursuit.	3-70
	(vi)	Trespass to Serve Legal Process.	3-71
	(vii)	Necessity.	3-71
	(d)	Trespass <i>Ab Initio</i>	3-72
	(e)	Remedies.	3-73
	(i)	Expulsion.	3-73
	(ii)	Damages.	3-73
	(f)	Prescription Period.	3-74
3.4		Use of Force.	3-75
	(a)	Introduction.	3-75
	(b)	Justifications in Cases of Trespass to the Person.	3-81
	(i)	General Principles..	3-81
	(ii)	s. 25(1) as a Justification..	3-84
	(iii)	s. 25(3) as a Justification..	3-90
	(iv)	s. 25(4) as a Justification..	3-90
	(v)	Riots.	3-91
	(vi)	Self-Defence as a Justification.	3-91
	(vii)	Other Justifications.	3-93
	(viii)	Measure of Force.	3-94
	(c)	Damages.	3-102
	(d)	Empty-Hand Control Techniques.	3-108
	(i)	“Soft” Empty-Hand Control Techniques.	3-108
	(A)	Physical Restraints.	3-108
	(B)	Mechanical Restraints.	3-111
	(C)	Related Issues.	3-115
	(ii)	“Hard” Empty-Hand Control Techniques..	3-116
	(e)	Intermediate Weapon Control..	3-123
	(i)	Pepper Spray..	3-123
	(ii)	Tear Gas.	3-127
	(iii)	Dogs.	3-128
	(iv)	Baton..	3-130

LEGAL ASPECTS OF POLICING

	(v)	Arwen Anti-Riot Weapon.....	3-132
	(vi)	Weapons of Opportunity.....	3-133
	(vii)	Spike Belts.....	3-135
	(viii)	Conducted Energy Weapons (“Taser”).....	3-135
	(f)	Firearms.....	3-141
	(i)	Introduction.....	3-141
	(ii)	Use of Force Against Fleeing Persons.....	3-143
		(A) Generally.....	3-143
		(B) Jurisprudence Prior to <i>R v Lines</i>	3-144
		(C) <i>R v Lines</i> and the Legislative Response.....	3-151
	(iii)	High Risk Police Operations.....	3-153
	(iv)	Provincial Regulatory Schemes.....	3-155
	(v)	Accidental Shootings.....	3-157
	(vi)	Other Firearms Cases.....	3-159
	(g)	Prescription Period.....	3-160
3.5		Detention and Arrest.....	3-161
	(a)	False Imprisonment and False Arrest.....	3-161
	(i)	General Principles.....	3-161
	(ii)	Justifications Related to Reasonable Grounds for Arrest.....	3-166
	(iii)	Justifications Based on Detaining a Person for Investigation.....	3-250
	(iv)	Reasons for Arrest and Right to Counsel.....	3-265
	(v)	Other Issues.....	3-269
	(b)	Arrest with a Warrant.....	3-271
	(c)	Mistaken Identity.....	3-273
	(d)	Arrest and Detention During Court Proceedings.....	3-274
	(e)	Prescription Period.....	3-275
	(f)	Damages.....	3-276
	(g)	Damages under s 24(1) of the <i>Charter of Rights and Freedoms</i>	3-282
	(h)	Other Liability for Arrest.....	3-282
3.6		Use of Force, Detention and Arrest: Preventive Measures.....	3-283
	(a)	General Principles.....	3-283
3.7		Searches.....	3-285
	(a)	Warrantless Searches.....	3-285
	(b)	With Warrant.....	3-300
	(i)	Malicious Procurement of a Search Warrant.....	3-300
	(ii)	Execution of a Search Warrant.....	3-302
	(iii)	Negligence in Execution of Search Warrants.....	3-307
3.8		Seizure of Property.....	3-308
	(a)	General Principles.....	3-308
3.9		Malicious Prosecution.....	3-309
	(a)	General Principles.....	3-309
	(b)	Proceedings Initiated by the Defendant.....	3-311
	(c)	Proceedings Terminated in Favour of the Plaintiff.....	3-313
	(d)	Absence of Reasonable Cause.....	3-314
	(e)	Malice.....	3-315
	(f)	Police Officers as Plaintiffs.....	3-319
	(g)	Damages.....	3-319
	(h)	Prescription Period.....	3-321
3.10		Misfeasance in Public Office.....	3-322
3.11		Constitutional Torts.....	3-326
	(a)	General Principles.....	3-326
3.12		Persons in Custody.....	3-336
	(a)	General Principles.....	3-336
	(b)	Failure to Secure Medical Attention.....	3-337
	(i)	Generally.....	3-337
	(ii)	Intoxicated Persons – Refusal to Accept Medical Attention.....	3-340
	(iii)	Questionable Consciousness.....	3-343
	(c)	Use of Force While in Custody.....	3-346
	(d)	Conditions of Imprisonment.....	3-347

TABLE OF CONTENTS

	(e) Obligation to Protect the Prisoner from Risks.	3-348
	(i) Generally.	3-348
	(ii) During the Process of Placing a Person in Custody.	3-348
	(iii) Adequate Search of a Person Taken into Custody.	3-350
	(iv) Reasonable Surveillance of the Cell Area.	3-351
	(f) Suicidal Prisoners.	3-353
	(g) Seizure of Personal Effects.	3-355
	(h) Release of a Person from Custody.	3-356
	(i) Related Criminal Law Considerations.	3-357
	(j) Other Issues.	3-358
3.13	Motorists.	3-359
	(a) Emergency Operation of Motor Vehicles.	3-359
	(b) Pursuits.	3-361
	(c) Operation of Abandoned or Stolen Vehicles.	3-366
	(d) Affirmative Duty of Action.	3-367
	(e) Duty to Warn.	3-370
	(i) Canadian Jurisprudence.	3-370
	(ii) Other Commonwealth Jurisprudence.	3-372
	(f) Directing Traffic.	3-374
	(g) Other Situations.	3-374
3.14	Victims of Crime: Failure to Prevent Crime.	3-375
	(a) General Principles.	3-375
	(b) Commonwealth Cases.	3-376
	(c) Canadian Cases.	3-382
3.15	Negligent Investigation.	3-391
	(a) Development of the Jurisprudence.	3-391
	(b) <i>Hill v Hamilton-Wentworth Police Services Board</i>	3-402
	(c) When Police Fail to Charge.	3-410
	(d) Prescription Period.	3-411
3.16	Conspiracy to Injure.	3-412
3.17	Defamation.	3-413
3.18	Liability to Other Police Officers; Liability to Police Informants.	3-414
	(a) Liability to Other Police Officers.	3-414
	(b) Liability to Police Informants.	3-417
3.19	Training and Supervision.	3-419
3.20	Release of Information.	3-421
3.21	Police as Bailees.	3-425
3.22	Dispatching.	3-426
3.23	Miscellaneous Statutory Duties.	3-426
3.24	<i>Ex Gratia</i> Payments.	3-426

Chapter 4

Provincial Police Commissions and Municipal Police Boards

4.1	Provincial Police Commissions and Municipal Police Boards: An Introduction.	4-1
4.2	Provincial Police Commissions.	4-2
	(a) General Principles.	4-2
	(b) Functions of Commissions.	4-3
	(i) General Superintendence.	4-3
	(ii) “Investigate, Inquire into and Report on” Policing Matters.	4-5
	(iii) Inquire into a Matter Relating to Crime or Law Enforcement.	4-9
	(iv) Compliance with Prescribed Standards of Police Services.	4-10
	(v) Governance of Members of Municipal Police Boards.	4-11
	(vi) Hearing of Appeals in Discipline Matters.	4-11
4.3	Municipal Police Boards.	4-12
	(a) Requirement to Establish a Board.	4-12
	(b) Composition.	4-14

LEGAL ASPECTS OF POLICING

(i)	Appointment of Members.....	4-14
(ii)	Qualifications and the Selection Process.....	4-16
(iii)	Eligibility of Judges and Justices of the Peace.....	4-18
(iv)	Eligibility of Mayors and Municipal Councillors.....	4-19
(v)	Eligibility of Police Officers and Former Police Officers.....	4-20
(vi)	Eligibility of Lawyers.....	4-20
(c)	Legal Status.....	4-20
(d)	Conduct of Board Members.....	4-24
(e)	Functions of Municipal Police Boards.....	4-29
(i)	Appointment of Members of the Police Force.....	4-29
(ii)	Directing the Chief of Police.....	4-30
(iii)	Making Rules for Effective Management of the Police Force.....	4-31
(iv)	Superintendence of the Discipline Process.....	4-33
(f)	Delegation.....	4-33
(g)	Conflict of Interest.....	4-34
(h)	Meetings.....	4-34
(i)	Remuneration.....	4-36
(j)	Budgets.....	4-37

Chapter 5 The Police Discipline Process

5.1	General Principles.....	5-1
(a)	Evolution of the Police Complaint and Discipline Process.....	5-1
(b)	The Rule Against Opting Out of the Statutory Process: The “Complete Code”.....	5-5
(i)	General Principles.....	5-5
(ii)	Availability of Employment Law or Related Civil Remedies.....	5-9
(A)	General Principles.....	5-9
(B)	Contracts for Police Officers.....	5-12
(C)	Contracts for Police Officers – Summary Termination Provisions.....	5-13
(D)	Contracts for Police Officers – Limited Term of Office.....	5-16
(E)	Application of Contract Principles to Elimination of a Position in a Police Force.....	5-19
(F)	Contracts for Police Officers – Casual Police Officers.....	5-20
(iii)	Availability of Collective Bargaining Remedies.....	5-20
(iv)	Availability of Employment Standards Remedies.....	5-22
(v)	[Unused].....	
(vi)	Unsatisfactory Performance.....	5-23
(c)	The Rule Against Disguised Discipline.....	5-25
(c.1)	The Rule Against Reaching Behind the Discipline Process.....	5-30
(d)	The Application of Procedural Fairness and Natural Justice.....	5-31
(i)	General Principles.....	5-31
(ii)	Police Officers.....	5-34
(iii)	Probationary Constables.....	5-35
(A)	General Principles.....	5-35
(B)	Notice.....	5-37
(C)	Reasons for Proposed Dismissal.....	5-37
(D)	Opportunity to Respond.....	5-38
(E)	Entitlement to a Formal Hearing.....	5-40
(F)	Entitlement to a Good Faith Decision.....	5-42
(G)	The Test for Dismissal.....	5-42
(H)	Entitlement to Reasons.....	5-43
(I)	Status of Terminated Probationary Constable When Procedural Fairness Denied.....	5-43
(J)	Interim Reinstatement of Dismissed Probationary Constable.....	5-44
(iv)	Unsuitability.....	5-44

TABLE OF CONTENTS

	(v)	Inquiries by Provincial Commissions.	5-47
	(vi)	Non-culpable Dismissal of Police Officers.	5-47
	(vii)	Non-disciplinary Dismissal for Medical Reasons.	5-48
	(viii)	Cadets.	5-49
	(ix)	Special Constables.	5-49
	(x)	First Nations Constables.	5-50
	(xi)	Volunteer Constables.	5-53
5.2		Purpose of the Police Discipline Process.	5-54
	(a)	Generally.	5-54
	(b)	Who is Governed by the Police Discipline Process?.	5-59
5.3		Preliminary Legal Considerations.	5-60
	(a)	Failure to Comply with Procedural Requirements.	5-60
		(i) Introduction – the Significance of the Statutory Grant of Disciplinary Authority.	5-60
		(ii) Availability of Judicial Review at the Preliminary (Interlocutory) Stage.	5-64
	(b)	Sections 11 and 15 of the <i>Charter of Rights and Freedoms</i>	5-74
	(c)	Section 7 of the <i>Charter of Rights and Freedoms</i>	5-76
	(d)	<i>Autrefois Acquit, Res Judicata</i> , Rule Against Multiple Convictions and Related Issues.	5-77
	(e)	Inapplicability of Limitation Periods.	5-83
	(f)	Abuse of Process by Relitigation.	5-84
	(g)	Confidentiality and Privilege.	5-87
	(h)	Application of Parliamentary Privilege.	5-89
	(i)	Applicability of Criminal Law Principles to the Police Complaint and Discipline Process.	5-89
	(j)	Applicability of Employment Law and Labour Law Principles to the Police Complaint and Discipline Process.	5-90
	(k)	Service of Documents.	5-90
5.4		Administrative Suspension.	5-92
	(a)	General Principles.	5-92
	(b)	Administrative Suspension With Pay – Police Officers other than Chief Constables.	5-93
	(c)	Administrative Suspension Without Pay.	5-98
	(d)	Chief Constables.	5-105
5.5		Conduct of Disciplinary Investigations.	5-106
	(a)	Initiating an Investigation.	5-106
		(i) Role of the Chief Constable.	5-106
		(ii) Commencement of the Investigation.	5-107
		(iii) Time Limits.	5-110
		(iv) Suspension of the Investigation.	5-110
		(v) Purposes of the Investigation.	5-111
		(vi) Investigative Standards and Investigative Powers.	5-112
		(vii) Expanding the Parameters of the Original Complaint.	5-113
		(viii) When the Police Discipline Process Should Not Be Invoked.	5-113
	(b)	Employer Liability to Police Officers Under Investigation.	5-115
	(c)	Duty to Cooperate.	5-118
		(i) General Principles.	5-118
		(ii) Admissibility of Answers or Statements.	5-118
		(iii) Refusal to Answer Superior’s Questions.	5-120
		(iv) Permissible Use of Answers or Statements in Criminal Proceedings.	5-127
		(v) Criminal Liability for Failure to Answer Superior’s Questions.	5-130
	(d)	Effect of Internal Policy Directives.	5-131
5.6		Post-Investigation Decision.	5-131
	(a)	Conclusion Regarding the Merits of the Complaint.	5-131
	(b)	Review of a Post-Investigative Decision.	5-139
	(c)	Review: Ordering a Hearing as a Remedy.	5-141
	(d)	Review: Reopening the Investigation as a Remedy.	5-141

LEGAL ASPECTS OF POLICING

5.7	The Formal Allegation of Misconduct.	5-142
	(a) Introduction.	5-142
	(b) Time Limits.	5-143
	(i) Purposes and Objectives of a Limitation Period.	5-143
	(ii) Standard of Review.	5-145
	(iii) When Does the Time Period Commence?.	5-145
	(iv) Effect of Failure to Comply.	5-150
	(v) The Effect of Suspension of Investigation.	5-151
	(vi) Extension of Elastic Time Periods.	5-152
	(c) Other Procedural Issues.	5-162
	(i) Preliminary Considerations.	5-162
	(ii) Formal Allegation Signed By Correct Person.	5-163
	(iii) Notice of Time, Date and Location.	5-163
	(iv) Procedural Errors of a Minor Nature.	5-164
	(d) Legal Sufficiency.	5-165
	(e) Duplicity and Multiplicity.	5-169
	(f) Amendment.	5-170
	(g) Abuse of Process and Related Considerations.	5-171
	(h) Retrospective Application of Legislative Changes.	5-173
5.8	The Hearing Process.	5-174
	(a) Preliminary Matters.	5-174
	(i) Common Law Duty of Procedural Fairness	5-174
	(ii) “Express” and “Implied Authority”.	5-176
	(iii) Presiding Officer.	5-179
	(iv) Presenting Officer.	5-180
	(v) Presumption of Regularity.	5-183
	(b) Adjournment.	5-183
	(c) Public Access to a Discipline Hearing.	5-188
	(d) Effect of Prehearing Publicity.	5-194
	(e) Disclosure.	5-194
	(i) Disclosure to the Respondent Police Officer.	5-194
	(ii) Disclosure by the Respondent Police Officer.	5-198
	(f) Delay.	5-199
	(g) Legal Representation.	5-202
	(i) Introduction.	5-202
	(ii) Right to Counsel or Agent.	5-203
	(iii) Right to Funded Counsel.	5-205
	(iv) Competence of Counsel or Agent.	5-205
	(v) Self-Represented Complainants.	5-207
	(h) Bias.	5-208
	(i) Institutional Bias and Non-Personal Relational Bias.	5-213
	(ii) Personal Relational Bias.	5-219
	(iii) Attitudinal Bias (“Predetermined Mindset”).	5-221
	(iv) Informational Bias.	5-225
	(v) Operational Bias.	5-225
	(vi) Other Bias Situations.	5-226
	(vii) Whither Military Style Discipline Tribunals?.	5-227
	(i) Witnesses.	5-229
	(j) Evidence.	5-230
	(k) Cross-Examination.	5-239
	(l) Judicial Notice.	5-239
	(m) Mistrial.	5-240
	(n) Non-Suit.	5-240
	(o) Stay of Proceedings.	5-241
5.9	The Decision.	5-243
	(a) Burden, Standard of Proof, Mental Element.	5-243
	(b) Reasons for Decision.	5-250
	(i) Duty to provide reasons.	5-250
	(ii) Quality of Reasons.	5-251

TABLE OF CONTENTS

(c) Involvement of Unauthorized Persons. 5-263

(d) Permissible Role of Legal Counsel. 5-263

5.10 Disposition. 5-266

(a) Principles Governing the Determination of a Disposition. 5-266

(i) Introduction. 5-266

(ii) First Principle – Compliance with Purposes of the Police Discipline Process. 5-268

(iii) Second Principle – Corrective Dispositions Should Prevail, Where Possible. 5-269

(iv) Third Principle – Presumption of the Least Onerous Disposition. 5-270

(v) Fourth Principle – Proportionality. 5-270

(vi) Fifth Principle – Higher Standard Applicable to the Constabulary. 5-270

(b) Evidence and Submissions. 5-272

(c) Joint Submissions on Penalty. 5-273

(d) Reasons for Decision. 5-276

(e) Proportionality – Mitigating and Aggravating (and Neutral) Considerations Governing Disposition. 5-277

(i) Introduction. 5-277

(ii) Public Interest. 5-281

(iii) Seriousness of the Misconduct. 5-283

(iv) Recognition of the Seriousness of the Misconduct. 5-298

(v) Disability and Extenuating Personal Circumstances. 5-305

(vi) Provocation. 5-312

(vii) Procedural Fairness Considerations. 5-313

(viii) Employment History. 5-313

(ix) Potential to Reform or Rehabilitate. 5-318

(x) Effect on Police Officer and Police Officer’s Family. 5-329

(xi) Parity (Consistency of Disposition). 5-329

(xii) Specific and General Deterrence. 5-335

(xiii) Systemic Failure and Organizational/Institutional Context. 5-336

(xiv) Damage to the Reputation of the Police Force. 5-338

(xv) Effect of Publicity. 5-342

(xvi) Loss Resulting from Unpaid Interim Administrative Suspension. 5-343

(f) Particular Disposition Issues. 5-344

(g) Range of Dispositions. 5-346

(i) General Principles. 5-346

(ii) Demotion. 5-348

(iii) Dismissal. 5-349

(iv) Disqualification. 5-352

(v) Suspension Without Pay. 5-352

(vi) Forfeiture of Pay or Forfeiture of Time Off. 5-353

(vii) Remedial Dispositions. 5-354

(h) When Disposition Decision Takes Effect. 5-355

(i) Rule Against Secondary Penalties. 5-355

5.11 Costs. 5-356

5.12 Appeal and Review. 5-357

(a) Generally. 5-357

(b) Parameters of the Right to Appeal. 5-358

(c) Timeliness. 5-363

(d) New (“Fresh”) Evidence on Appeal. 5-365

(e) Remedies on Appeal. 5-368

(f) Standard of Review. 5-370

(g) Reasons for Decision. 5-379

(h) Involvement of Staff. 5-379

(i) Status of Respondent Police Officer Pending Appeal. 5-380

5.13 Expunging the Record. 5-380

5.14 Delegation in the Disciplinary Process. 5-382

5.15 Resignations. 5-385

LEGAL ASPECTS OF POLICING

Volume 2

Title Page (Volume 2). i

Chapter 6 Police Discipline Offences and Defences and Other Offences Related to Police Conduct

6.1	Police Discipline Offences.	6-1
(a)	General Principles.	6-1
(b)	The Application of Police Discipline to Off Duty Conduct.	6-1
(i)	The Distinction Between “On Duty” and “Off Duty”.	6-2
(ii)	Application of the Law.	6-5
(A)	The “Nexus” Requirement.	6-5
(B)	Off-Duty Conduct Outside the Jurisdiction of the Police Force.	6-8
(C)	Standard of Conduct Governing Off-Duty Police Officers.	6-9
(D)	Application of the Police Discipline Process to Police Officers on Long-Term Leave.	6-12
6.2	Discreditable Conduct, Criminal Conduct and Quasi-Criminal Conduct.	6-13
(a)	General Principles.	6-13
(b)	Category 1: General Discreditable, Disorderly or Disgraceful Behaviour.	6-13
(i)	The Law.	6-13
(ii)	Application of the Law.	6-15
(A)	Introduction.	6-15
(B)	“Likely” to Bring Discredit.	6-21
(C)	The Requirement of Impartiality.	6-22
(D)	Disrespectful Behaviour.	6-25
(E)	Improper Personal Associations.	6-28
(F)	Other Examples of General Discreditable Conduct.	6-31
(c)	Category 2: Improper Conduct Towards Other Police Officers.	6-37
(i)	The Law.	6-37
(ii)	Application of the Law.	6-39
(d)	Category 3: Withholding or Suppressing a Complaint or Report.	6-40
(i)	The Law.	6-40
(ii)	Application of the Law.	6-41
(e)	Category 4: Behaviour Contrary to Federal or Provincial Legislation.	6-42
(i)	The Law.	6-42
(ii)	Application of the Law.	6-46
(A)	General Principles.	6-46
(B)	Specific Examples.	6-50
(f)	Category 5: Reprisal, Interference with a Discipline Investigation and Related Issues.	6-62
6.3	Behaviour Contrary to Human Rights Legislation.	6-65
(a)	The Law.	6-65
(b)	Application of the Law.	6-67
6.4	Insubordination.	6-70
(a)	General Principles.	6-70
(b)	Category 1: Insubordinate by Demeanour.	6-70
(i)	The Law.	6-70
(ii)	Application of the Law.	6-72
(c)	Category 2: Refusal to Comply with Orders.	6-73
(i)	The Law.	6-73
(ii)	Application of the Law.	6-74
6.5	Neglect of Duty.	6-87
(a)	General Principles.	6-87
(b)	Category 1: Unauthorized Absence from Assigned Duty.	6-88

TABLE OF CONTENTS

	(i)	The Law.	6-88
	(ii)	Application of the Law.	6-88
	(c)	Category 2: Failure to Promptly and Diligently Discharge Duty.	6-92
	(i)	The Law.	6-92
	(ii)	Application of the Law.	6-94
	(iii)	The Obligation to Perform Constabulary Duties While Off-duty.	6-105
	(d)	Category 3: Failure to Work in Accordance with Orders.	6-107
	(i)	The Law.	6-107
	(ii)	Application of the Law.	6-107
	(e)	Category 4: Failure to Report.	6-108
	(i)	The Law.	6-108
	(ii)	Application of the Law.	6-109
	(f)	Category 5: Failure to Make Reasonable Efforts to Bring Offender to Justice.	6-111
	(i)	The Law.	6-111
	(ii)	Application of the Law.	6-111
	(g)	Category 6: Disclosing Evidence.	6-112
	(i)	The Law.	6-112
	(ii)	Application of the Law.	6-113
	(h)	Other Neglect of Duty Issues.	6-113
6.6		Deceit.	6-114
	(a)	General Principles.	6-114
	(b)	Category 1: Making False or Misleading Statements.	6-114
	(i)	The Law.	6-114
	(ii)	Application of the Law.	6-117
	(c)	Category 2: Improper Destruction or Altering of Documents.	6-126
	(i)	The Law.	6-126
	(ii)	Application of the Law.	6-128
6.7		Breach of Confidence.	6-128
	(a)	General Principles.	6-128
	(b)	Category 1: Disclosure of Confidential Information.	6-128
	(i)	The Law.	6-128
	(ii)	Application of the Law.	6-132
	(c)	Category 2: Public Commentary and Public Criticism.	6-134
	(i)	The Law.	6-134
	(ii)	Application of the Law.	6-137
6.8		Corruption.	6-137
	(a)	General Principles.	6-137
	(b)	Category 1: Bribery.	6-138
	(i)	The Law.	6-138
	(ii)	Application of the Law.	6-138
	(c)	Category 2: Soliciting or Accepting Gratuities or Analogous Benefits.	6-139
	(i)	The Law.	6-139
	(ii)	Application of the Law.	6-141
	(d)	Category 3: Improper Pecuniary or Related Obligations.	6-141
	(i)	The Law.	6-141
	(ii)	Application of the Law.	6-144
	(e)	Category 4: Use of the Office of Constable for Private Advantage.	6-144
	(i)	The Law.	6-144
	(ii)	Application of the Law.	6-146
	(f)	Category 5: Improper Handling of Money or Property.	6-149
	(i)	The Law.	6-149
	(ii)	Application of the Law.	6-151
6.9		Abuse of Authority.	6-152
	(a)	General Principles.	6-152
	(b)	The Law.	6-152
	(c)	Application of the Law.	6-156
6.10		Improper Use of Weapons.	6-161
	(a)	The Law.	6-161
	(b)	Application of the Law.	6-164
6.11		Miscellaneous Discipline Offences.	6-169

LEGAL ASPECTS OF POLICING

6.12	Political Activity.	6-172
6.13	Secondary Activity.	6-179
6.14	Defences.	6-182
	(a) Good Faith.	6-182
	(b) Disability.	6-188
	(c) <i>De Minimis</i>	6-188
	(d) <i>Charter of Rights and Freedoms</i>	6-189
	(e) Unreasonable Order.	6-189
	(f) Discriminatory (“Targeted”) Discipline.	6-189
	(g) Inability and Honest Attempt.	6-190
	(h) Absence of Formal Rule.	6-190
	(i) Provocation.	6-190
	(j) Misconduct Had No Consequences.	6-191
	(k) Charge Laid Under Wrong Section.	6-191
	(l) Advice of Counsel.	6-192
	(m) Conduct Occurred Off-Duty.	6-192
	(n) Motivation of the Complainant.	6-192
	(o) Conviction or Acquittal in Criminal Proceedings.	6-193
	(p) Association Role.	6-193
	(q) Necessity.	6-193
	(r) Whistleblowing.	6-194
6.15	Other Offences Related to Police Conduct.	6-197
	(a) Contempt.	6-197
	(b) Withholding Services.	6-199
	(c) Inducing Misconduct.	6-200
	(d) Causing Disaffection.	6-201
	(e) Misconduct in Respect of Writ, Warrant or Process.	6-201

Chapter 7 The Public Complaint Process

7.1	Introduction.	7-1
7.2	The Evolution of the Public Complaint Process.	7-1
	(a) The Four Stages in the Evolution of the Police Discipline Process.	7-1
	(b) The First Stage.	7-2
	(c) The Second Stage.	7-2
	(d) The Third Stage.	7-2
	(e) The Fourth Stage.	7-6
7.3	The Objectives and Characteristics of the Complaint Process.	7-10
	(a) Objectives.	7-10
	(b) Characteristics.	7-11
	(c) Confidentiality and Privilege.	7-14
7.4	Preliminary Issues.	7-15
	(a) Constitutional Considerations.	7-15
	(b) Retrospective Application of Legislative Changes.	7-17
7.5	The Complaint Oversight Body.	7-18
	(a) Introduction.	7-18
	(b) Independence of the Complaint Oversight Body.	7-18
	(c) Qualifications and Selection.	7-19
	(d) Security of Tenure.	7-21
	(e) Protection from Civil Proceedings.	7-24
	(f) Duty to Act Expeditiously.	7-24
	(g) Resources.	7-24
7.6	Stage 1 in the Process – Initiating a Complaint.	7-25
	(a) Introduction.	7-25
	(b) “Who” May Complain.	7-25
	(i) Generally.	7-25
	(ii) The First Restriction: “Directly Affected”.	7-25
	(iii) The Second Restriction: “Member of the Public”.	7-27
	(c) Authority of Complaint Oversight Body to Generate a Complaint.	7-36
	(d) Level of Formality of the Complaint.	7-37
	(e) “What” Can be Complained About?.	7-39

TABLE OF CONTENTS

	(f) Former Police Officers, Extra-Provincial Police Officers, and Other Functionaries.	7-43
	(g) “Where” and “How” to Register a Complaint.	7-50
	(h) “When” – Time Limits.	7-55
	(i) Reprisal, Harassment and Interference.	7-62
7.7	Stage 2 in the Process – Initial Response to the Complaint.	7-64
	(a) Introduction.	7-64
	(b) Characterization.	7-64
	(c) Initial Response to the Complainant.	7-68
	(d) Initial Notification of the Respondent Police Officer.	7-72
	(e) Notification to the Police Complaint Authority.	7-79
7.8	Stage 3 in the Process – Withdrawal and Preliminary Dismissal.	7-82
	(a) Introduction.	7-82
	(b) Withdrawal.	7-82
	(i) General Principles.	7-82
	(ii) Statutory Provisions.	7-84
	(c) Preliminary Dismissal.	7-88
	(i) General Principles.	7-88
	(ii) Reasons.	7-92
	(iii) Statutory Provisions.	7-95
	(d) Habitually Vexatious Complaints.	7-104
7.9	Stage 4 in the Process – Early Informal Resolution.	7-105
7.10	Stage 5 in the Process – Investigation.	7-117
	(a) Who Investigates?	7-117
	(i) Introduction.	7-117
	(ii) When Is an Investigation Independent?	7-117
	(iii) Statutory Provisions.	7-121
	(b) Must a Complainant Cooperate?	7-128
	(c) Investigative Standards.	7-129
	(d) Investigative Procedure.	7-132
	(e) Investigative Powers.	7-133
	(f) Suspension of Investigation.	7-139
	(g) Post-Investigative Decision.	7-140
7.11	Stage 6 in the Process – Independent Review.	7-149
7.12	Stage 7 in the Process – Formal Hearing.	7-163
	(a) Hearing Procedure.	7-163
	(b) Funding for Complainants.	7-165
	(c) Result of the Hearing Process.	7-166
7.13	Stage 8 in the Process – Appeal from Hearing Decision.	7-173
7.14	Systemic Considerations.	7-179

Chapter 8 Administration of Police Forces

8.1	Recruitment and Appointment.	8-1
	(a) Application of Human Rights Legislation.	8-1
	(i) Introduction.	8-1
	(ii) Good Character.	8-4
	(iii) Physical Requirements.	8-6
	(iv) Discrimination on the Basis of Sex.	8-9
	(v) Discrimination on the Basis of Age.	8-10
	(vi) Discrimination on the Basis of Race or Colour.	8-10
	(vii) Citizenship.	8-11
	(viii) Advertising, Application Forms and Interviews.	8-11
	(b) Negligent Appointment.	8-12
	(c) Oaths.	8-14
	(d) Probationary Police Officers.	8-15
8.2	The Police Workplace.	8-16
	(a) Application of Human Rights Legislation.	8-16
	(i) Introduction.	8-16
	(ii) Pregnant Police Officers.	8-16
	(iii) Disabled Police Officers.	8-18

LEGAL ASPECTS OF POLICING

	(iv)	Discrimination on the Basis of Sex.....	8-20
	(v)	Racial Discrimination.....	8-22
	(vi)	Police Uniforms.....	8-22
	(vi)	Mandatory Retirement.....	8-23
8.3	(b)	Liability for Inadequate Supervision.....	8-25
		Police Information.....	8-25
	(a)	Disclosure in Criminal Proceedings.....	8-25
	(i)	<i>R. v. Stinchcombe</i> and <i>R. v. O'Connor</i>	8-25
	(ii)	<i>R. v. McNeil</i>	8-26
	(A)	Introduction.....	8-26
	(B)	Application of <i>McNeil</i> to Official Warnings in Disciplinary Matters.....	8-40
	(C)	Application of <i>McNeil</i> to Expunged Disciplinary Records.....	8-41
	(D)	Application of <i>McNeil</i> to Dismissed Misconduct Allegations.....	8-42
	(E)	Application of <i>McNeil</i> to Misconduct Allegations Where No Notice of Hearing is Issued.....	8-43
	(F)	Application of <i>McNeil</i> to Civil Actions Against Police Officers.....	8-44
	(G)	<i>McNeil</i> – Other Situations.....	8-44
	(b)	Civil Discovery.....	8-45
	(c)	Privilege.....	8-48
	(d)	Solicitor-Client Privilege.....	8-51
	(e)	Police Informer Privilege.....	8-52
	(f)	Litigation Privilege.....	8-58
	(g)	Public Interest Immunity.....	8-60
	(h)	Freedom of Information and Protection of Privacy Legislation.....	8-62
	(i)	Release of Information and Disciplinary Breach of Confidence.....	8-63
8.4		Legal Status of Police Policy.....	8-63
8.5		Administration of Property.....	8-66
8.6		Name Tags.....	8-68
8.7		Police Notebooks.....	8-70

Chapter 9 Rights of Police Officers

9.1	Civil Actions by Police Officers.....		9-1
	(a)	Negligence.....	9-1
	(b)	Battery.....	9-3
	(c)	Malicious Prosecution.....	9-4
	(d)	Defamation.....	9-4
9.2	Reimbursement of Legal Costs.....		9-10
	(a)	Introduction.....	9-10
	(b)	Interpreting Police “Duty” in the Context of Indemnification.....	9-15
	(c)	Indemnification Arising out of Criminal Charges.....	9-20
	(d)	Indemnification Arising out of Civil Proceedings.....	9-30
	(e)	Indemnification Arising out of the Police Complaint and Discipline Process.....	9-31
9.3	Workers’ Compensation Benefits.....		9-32
	(a)	Introduction.....	9-32
	(b)	Stress-Related Claims.....	9-33
	(c)	Off-Duty Incidents.....	9-40
9.4	Criminal Injuries Compensation Benefits.....		9-41

Bibliography.....	BIB-1
Index.....	INDEX-1