

LiW  
1/11/13

**From:** Louie, Toby I JAG:EX  
**Sent:** Wednesday, January 9, 2013 5:53 PM  
**To:** Chalke, Jay JAG:EX; Cavanaugh, Lynda A JAG:EX; DeWitt-Van Oosten, Joyce M JAG:EX; Pecknold, Clayton JAG:EX; Castle, Allan JAG:EX; Fyfe, Richard J JAG:EX; Wanamaker, Lori JAG:EX  
**Cc:** Howie, Lisa JAG:EX; Richter, Connie JAG:EX; Hoskins, Jeannie JAG:EX  
**Subject:** Next Steps: SP Meeting  
**Attachments:** Briefings for Advisor.docx

Below is a summary of actions following our meeting with Steven Point.

1. Ministry staff to provide specific briefings on various topics. The attached table shows the topics, proposed timing and dates open to Mr. Point.

ADMs - to do: please let me know what date and time would work for your respective items. (Lynda, I'll need to know sooner from you if a time early next week works for you and your staff.) I'll update the briefing schedule accordingly and coordinate the initial logistics.

2. ADMs to provide any background materials to him. We can provide this information to him at any future briefing. If sending hardcopy materials at other times, he asked that it be couriered to his home. I have the address if you need it.
3. Provide a summary of the relevant legislative authority for our key statutory responsibilities in Justice (eg, Police Act and Director of Police Services authority). [Toby to lead preparing, with review and input from ADMs]
4. We will need to have an internal discussion on general support to him, input on developing the work plan and engagement with other ministries and agencies as necessary.
5. Mr. Point's contact information is below. He agreed and knows this is being shared among us.

Email: s.22  
Cell: s.22

## Briefings for Advisor

Proposed Date	Program Area/Topic	Proposed Location	Lead Presenter
Jan 14 or 15	Community Safety and Crime Prevention – Victims Services Staff  Could we add a separate discussion on existing compensation programs during this briefing session (or too soon)?	CSCP Office – 815 Hornby	Lynda and Staff  Lynda and Jay and staff
Jan 17 or 18	FPT/National Work on missing and murdered women  Suggestion to add a separate discussion on development of Advisor’s work plan during this briefing time	Sussex Bldg - Victoria	Jay and Staff  ADMs available, Toby, Lisa
Jan21 or 22	Police Services Briefing	Vancouver or Chilliwack	Clayton and Staff

Note: Further briefings and meetings to be determined after this initial set (e.g., police agencies and BCACP).

January 9, 2013 draft

## Hoskins, Jeannie JAG:EX

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**From:** Howie, Lisa JAG:EX  
**Sent:** Tuesday, January 8, 2013 1:56 PM  
**To:** Wanamaker, Lori JAG:EX; Fyfe, Richard J JAG:EX; Cavanaugh, Lynda A JAG:EX; DeWitt-Van Oosten, Joyce M JAG:EX; Castle, Allan JAG:EX; Pecknold, Clayton JAG:EX; Louie, Toby I JAG:EX; Chalke, Jay JAG:EX  
**Cc:** Hoskins, Jeannie JAG:EX; Richter, Connie JAG:EX; Campbell, Sarah JAG:EX; Watson, Eileen R JAG:EX; Meier, Julie JAG:EX; Meseyton, Robert JAG:EX; Philippides, Edna M JAG:EX  
**Subject:** Materials - Advisor orientation

Here are the materials for tomorrow:

1. For Prep meeting (8am - 9am) - Orientation outline - topic areas and detail to help guide your discussion.



Outline for Prep  
Meeting discu...

1/4 SP

2. For orientation session (9am - 11am) - PPT (includes orientation agenda and key points for each agenda item).



Slides Jan 9 S  
Point Meeting F...

Regards,

Lisa Howie  
Ministry of Justice  
250.387.4774



## **ORIENTATION OUTLINE**

1. **Introductions and overview of orientation** (5 minutes)
2. **Ministry Overview** (10 minutes)
  - High level overview including brief descriptions of the key branches relevant to MWCI response – (PSPB, CSCP, CJB, JSB, Justice and Public Safety Secretariat, CPPO)
  - Supporting document (hand-out) – Ministry org chart
3. **Justice Reform Initiative** (15 minutes)
  - High level overview of WP1, WP2 and how MWCI fits within.
  - More specific discussion about how advisor fits within broader Justice Reform Initiative
    - As an “Advisory Committee” reporting in to the Justice and Public Safety Council
4. **MWCI – Overview of key recommendations and ministry goals and priorities** - including work already being done (60 minutes – 10 - 12 minutes for each item)
  - Recommendations – Thematic Overview and our goals/priorities
  - Policing in BC (as it relates to Missing Women and Pickton)/BC Policing Plan - Clayton
  - Victim Services and Crime Prevention (as it relates to Missing Women and Pickton) – Lynda
  - CJB/Crown initiatives underway and planned - Joyce
  - Related National Initiatives (Federal/Provincial/Territorial work) – Jay
    - Overview - areas of work underway, and resources available across Canada – linkages, leveraging opportunities
    - Including discussion regarding the call for a National Inquiry into Missing and Murdered Women
5. **Discussion – Roles and Process** (30 minutes)
  - Role of Advisor (looking for Advisor to sketch out his vision/plan for this and discuss/confirm ministry expectations):
    - Consultation (with whom/ how long/ what form of reporting, etc. on consultation)
    - Work plan development
    - Ministry resources available to support
    - Monthly reporting (form of reporting and to whom)
    - Public Role
  - Resources/funding
  - Next steps and priorities/sequencing
  - Follow-up orientation?



Ministry of  
Justice

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# MWCI Chair of Advisory Committee on the Safety and Security of Vulnerable Women

January 9, 2013



## Agenda

1. Introductions and Overview (5 minutes)
2. Ministry Overview (10 minutes)
3. Justice Reform Initiative (15 minutes)
4. MWCI Overview of work planned and currently underway (60 minutes)
5. Roles and Process (30 minutes)



## Ministry Overview

- Key Branches
  - Policing and Security Programs Branch
  - Community Safety and Crime Prevention Branch
  - Criminal Justice Branch
  - Justice Services Branch
  - Justice and Public Safety Secretariat
  - Corporate Policy and Planning Office



## Justice Reform Initiative

- White Paper on Justice Reform (two parts)
- Government's vision for a transparent, timely, and balanced justice system
- Part 1 (Oct. 2012) focused on governance, transparency, immediate steps
- Part 2 is further emphasis on front-line operations and services
- Timed to consider MWCI and BC Policing Plan
- Justice and Public Safety Council created to coordinate justice system transformation





## MWCI Overview

- Key Themes for Response:
  - Healing and Reconciliation, and Legacy
  - Police Reforms
  - Crown Policy and Practices
  - Missing Persons Response and Community Engagement
  - Services and Supports



## MWCI Overview

- BC Policing and Crime Prevention Plan
  - Sets the strategic framework for policing to meet demands now and into the future
  - Extensive consultation to inform and shape plan
  - Many linkages to MWCI recommendations and responses

## MWCI Overview

- Victim Services and Crime Prevention
  - Current initiatives responding to vulnerable women
  - Support and services to families in the Pickton case
  - Engagement activities and examination of recommendations in the context of existing supports; identification of potential opportunities to enhance service coordination and responsiveness



## MWCI Overview

- Crown Initiative Underway
  - Policy review regarding equality and vulnerable witnesses
  - Strengthen prosecution practices
- Related National Initiatives
  - Missing Women Working Group
  - Framework for addressing violence against aboriginal women
  - Call for a national inquiry into violence against aboriginal women



## MWCI Overview

- Other Ministries and Agencies
  - Highway 16 transportation options - consultation plan
  - Housing funding to expand hours of WISH Drop-In Centre
  - Other: City of Vancouver, Police Agencies



## Roles and Process

- Discussion
- Next steps



## Wanamaker, Lori JAG:EX

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**From:** Louie, Toby I JAG:EX  
**Sent:** Tuesday, December 04, 2012 6:09 PM  
**To:** Wanamaker, Lori JAG:EX; Chalke, Jay JAG:EX  
**Cc:** Howie, Lisa JAG:EX  
**Subject:** MWCI - recommendations tracking sheet  
**Attachments:** MWCI Final Report - Cost Estimates for Recommendations - Nov 2012 v3.xlsx

Attached and below is the detailed costing sheet – still some gaps to fill.

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**From:** Dierick, Tony JAG:EX  
**Sent:** Tuesday, December 4, 2012 2:03 PM  
**To:** Louie, Toby I JAG:EX  
**Cc:** Howie, Lisa JAG:EX  
**Subject:** RE: MWCI - recommendations tracking sheet

Here's a few different summary 'views'. Attached is the full list. There are still some gaps, maybe we can discuss on our call today.

Is the spreadsheet something that could be posted to the MWCI SharePoint? Just running out to a meeting....

MWCI - Cost Summary		3-Year Operating (\$M)			3-Year Capital (\$M)	
By Program Area	(\$M)	13/14	14/15	15/16	13/14	14/15
Health Ministry						
Transportation and Infrastructure Ministry						
Justice Ministry						
CSCPB						
PSPB						
CIB						
JSB						
Police Complaint Commissioner						
City of Vancouver						
Vancouver Police Department						
City of Vancouver and Vancouver Police Department						
BC Housing/ AHMA						
Other (including joint resp)						
<b>Total</b>						

s.13, s.17

  

		3-Year Operating (\$M)			3-Year Capital (\$M)	
By Theme	(\$M)	13/14	14/15	15/16	13/14	14/15
Healing and Reconciliation						
Policing Reforms						
Crown Policy and Practices						
Missing Persons Response and Community Engagement						
Services and Supports						
<b>Total</b>						

s.13, s.17

  

		3-Year Operating (\$M)			3-Year Capital (\$M)	
By Commission Heading	(\$M)	13/14	14/15	15/16	13/14	14/15
Immediate Attention						
Restorative Measures						
Equality – Promoting Measures						
Enhance Safety of Vulnerable Urban Women Measures						
Prevention of Violence Against Aboriginal and Rural Women Measures						
Improved Missing Person Policies and Practices						
Enhanced Police Investigations						
Regional Policing and Accountability						

s.13, s.17

Thanks,  
Tony

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**From:** Louie, Toby I JAG:EX  
**Sent:** Tuesday, December 4, 2012 1:56 PM  
**To:** Dierick, Tony JAG:EX  
**Cc:** Howie, Lisa JAG:EX  
**Subject:** RE: MWCI - recommendations tracking sheet

Hi Tony – do you have an updated draft tracking sheet with the cost estimates? If so, can you share the latest draft (does not need to be pretty; only for my use).



18  
JAG-2012-00043



19  
JAG-2012-00043



#	Recommendation #	Grouped with:	MWCI Heading	Theme	Link	Recommendation	Responsibility	Comments	Cost assumptions	Requires incremental budget (Y/N)	Level of scalability based on budget available	Priority	Cost range - Operating (annual)	Cost (page) - Capital (one-off)	Fiscal Operating Costs (\$millions)						Fiscal Capital Costs (\$millions)					
															2013/14	2014/15	2015/16	2016/17	2017/18	Ongoing	2013/14	2014/15	2015/16	2016/17	2017/18	Ongoing
18	4.10	4.10	Equality – Promoting Measures	Policing Reforms	Policing Plan	4.10 That police forces integrate into training, performance standards, and performance measurement the ability of police officers to develop and maintain community relationships, particularly with vulnerable members of the community who are often at risk of being treated unequally in the delivery of public services.	PSPB		See Recommendation 4.1																	
19	4.11	4.7	Equality – Promoting Measures	Policing Reforms	Policing Plan	4.11 That the BC Association of Municipal Chiefs of Police and the RCMP establish a working group to develop a best practices guide for the establishment and implementation of formal discussion mechanisms to facilitate communication and collaboration that transcends the institutional barriers within a police agency.	PSPB, BCAMCP, RCMP		No cost to PSD. Other costs \$55.7 See Recommendation 4.7																	
20	4.12		Equality – Promoting Measures	Policing Reforms	Policing Plan	4.12 That police officers be required to undergo mandatory and ongoing experiential and interactive training concerning vulnerable community members.	PSPB	Cost: Developing these types of training programs are very expensive and are a lengthy process to do properly. For example, it cost approximately \$300,000 to develop the provincially approved crisis intervention and de-escalation course (including in-kind resources from stakeholders). JSE: NCMPUR: <a href="http://www.rcmp-grc.gc.ca/aboriginalautochtones/mmaw-fada-eng.htm">http://www.rcmp-grc.gc.ca/aboriginalautochtones/mmaw-fada-eng.htm</a>	(Training) Fiscal Years: 13/14-15 Range: Total (both years) Notes re. Range: • Estimated cost to develop training - Operations/Capital: Operational Priority: High Other relevant notes: Links to BC Policing Plan priorities	s.13		s.13														
21	4.13		Equality – Promoting Measures	Policing Reforms		4.13 That the Police Complaint Commissioner, working with police forces across the Province, take steps to develop, promote and refine informal methods of police discipline, particularly in marginalized communities such as the DTES and with Aboriginal communities.	Police Complaint Commissioner	Comment:																		
22	4.14	4.6	Equality – Promoting Measures	Policing Reforms	Policing Plan	4.14 That Provincial Government engage with the RCMP in order to bring them into the provincial complaints process.	PSPB		See Recommendation 4.6 (PSPB) GPCC costs \$55.7																	
23	5.1		Enhance Safety of Vulnerable Urban Women Measures	Policing Reforms		5.1 That SisterWatch be evaluated to provide a basis for further refinements and with a view to establishing best practices for meaningful police-community partnerships; and that these best practices be shared with other police forces to encourage them to develop and maintain ongoing collaborative community relations.	City of Vancouver	Comment:																		
24	5.2		Enhance Safety of Vulnerable Urban Women Measures	Services and Supports		5.2 That all entities with proposed responsibilities under the Living in Community Action Plan commit to these priority actions that together form a strong basis for enhancing the safety of women engaged in the survival sex trade.	City of Vancouver	Comment: The LIC Action plan contains 28 recommendations. Many of them are reflected in the Equal report. They include recommendations for the community, police, Crown, the city, and the province. Some can be implemented with no cost; others include costs for education, training, social and health services, and other costs. MARR – GRAAP link?																		
25	5.3		Enhance Safety of Vulnerable Urban Women Measures	Missing Persons Response and Community Engagement		5.3 That other communities be encouraged to undertake the type of collaborative community engagement strategy employed by Living in Community to develop an integrated strategy for enhancing the safety of women engaged in the survival sex trade.	City of Vancouver																			
26	5.4	5.4	Enhance Safety of Vulnerable Urban Women Measures	Policing Reforms	Policing Plan	5.4 That Provincial Government fund additional full-time Sex Trade Liaison Officer positions in the Lower Mainland.	PSPB		(Police Resources) Fiscal Years: 13/14 and beyond Range: Notes re. Range: • Estimated cost - Operations/Capital: Operational Priority: Low Other relevant notes: Scalable. Annual cost per	s.13		s.13														
27	5.5		Enhance Safety of Vulnerable Urban Women Measures	Services and Supports		5.5 That the City of Vancouver create and fund two community-based liaison positions to be filled by individuals who have experience in the survival sex trade.	City of Vancouver																			
28	5.6		Enhance Safety of Vulnerable Urban Women Measures	Policing Reforms	Policing Plan	5.6 That Provincial Government undertake a community consultation, needs assessment and feasibility study concerning the re-establishment of an independent society comparable to the former Vancouver Police Native Liaison Society.	CSCPB	Policy Implications/Issues: Native Liaison Society (no longer operational) was a front line victim service that was co-located with police to enhance coordination in criminal investigations. The Society's victim services was funded by the Ministry of Justice. There are possible resource implications with this recommendation.  Option:	(Bm) Years: 13/14 and beyond Estimated cost:	s.13		s.13														
29	5.7		Enhance Safety of Vulnerable Urban Women Measures	Missing Persons Response and Community Engagement		5.7 That the VPD establish a position of Aboriginal Liaison Officer whose responsibilities would include assisting Aboriginal persons in their interactions with the Missing Persons Unit.  Some of these resources are available through a missing persons public website planned to be operational by end of 2012.	Vancouver Police Department	PSPB (for province-wide approach). Interactions with missing persons units or specialized staff is a provincial issue with application beyond Aboriginal persons.																		
30	5.8	4.7	Enhance Safety of Vulnerable Urban Women Measures	Policing Reforms	Policing Plan	5.8 That all police forces in British Columbia consider developing and implementing guidelines on the model of the Vancouver Police Department's See Work Enforcement Guidelines in consultation with women engaged in the sex trade in their jurisdiction.	PSPB		No cost to PSD Police Agency costs \$7. See Recommendation 4.7																	
31	5.9		Enhance Safety of Vulnerable Urban Women Measures	Missing Persons Response and Community Engagement		5.9 That the City of Vancouver and the Vancouver Police Department take proactive measures to reduce the number of court warrants issued for minor offences by:	City of Vancouver and Vancouver Police Department																			
32	5.1		Enhance Safety of Vulnerable Urban Women Measures	Missing Persons Response and Community Engagement		5.10 That courts consider making increased use of diversionary or alternative measures to deal with bench warrants and breaches of conditions. This is in light of the barriers that outstanding warrants have on the ability of vulnerable women who are victims of violent crime to access police services. And that proactive steps be taken to assist women to clear outstanding warrants.	CSB, PSPB, CSB	Policy Implications: It appears this recommendation is to address the issue of some women being reluctant to come forward with information to police regarding an investigation, as they themselves had outstanding warrants and feared arrest. It is an issue of police discretion on whether to arrest on the warrant.  Cost: unknown																		



#	Recommendation #	Grouped with:	MWG Heading	Theme	Link	Recommendation	Responsibility	Comments	Cost assumptions	Requires incremental budget (Y/N)	Level of scalability based on budget available	Priority	Cost range - Operating (annual)	Cost range - Capital (project)	Fiscal Operating Costs (\$millions)						Fiscal Capital Costs (\$millions)					
															2013/14	2014/15	2015/16	2016/17	2017/18	Ongoing	2013/14	2014/15	2015/16	2016/17	2017/18	Ongoing
33	5.11		Enhance Safety of Vulnerable Urban Women Measures	Missing Persons, Response and Community Engagement		5.11 That the Minister of Justice consult with the judiciary, police and community representatives to develop a protocol providing the police with the discretion not to enforce a warrant in a circumstance where a sex trade worker is attempting to report a violent crime.	PSPB or CIB?	Policy implications: This relates to enforcement practices.  Supported?																		
34	5.12		Enhance Safety of Vulnerable Urban Women Measures	Services and Supports		5.12 That the Minister of Justice establish a working group to develop options for enhanced legislative protection for exploited women. The working group should include representatives of sex workers, community-based organizations providing support to and advocacy for women engaged in the sex trade, Aboriginal women's organizations, police agencies and the Crown Counsel Association.	JSB	Propose review of literature, legislation and reports from community-based organizations representing sex workers, Aboriginal women and others. Could also review current use of protection order.	In house resources for reviews. Would require time of																	
35	5.13	4.7	Enhance Safety of Vulnerable Urban Women Measures	Policing Reforms	Policing Plan	5.13 That the BC Association of Municipal Police Chiefs and the RCMP, with support from the Director of Police Services, should develop a protocol containing additional measures to monitor high-risk offenders, including recommendations for the efficient and timely sharing of information.	PSPB and CIB	Policy implications: Could be linked to existing protocols. Scope: Review existing protocols.  Cost: Unknown	No cost to PSD. See Recommendation 4.7 (Other only cost?)																	
36	7		Enhance Safety of Vulnerable Urban Women Measures	Missing Persons, Response and Community Engagement		No Reference Number Provided. That a voluntary registration/warning program and protocol be developed in consultation with vulnerable women through a process that ensures informed consent, guarantees privacy, and allows the woman to retain control over all private information. A voluntary registration/warning program and protocol should be developed through a transparent, collaborative consultation process as part of an overarching strategy of measures to enhance the safety and security of women engaged in the survival sex trade.	JSB	Scope:  Cost/resources:																		
37	6.1		Prevention of Violence Against Aboriginal and Rural Women Measures	Services and Supports		6.1 That Provincial Government fully support the implementation of The Highway of Tears Symposium action plan, updated to the current situation and in a manner that ensures involvement of all affected communities along Highway 16.	CSCPB	The Highway of Tears Governing Body (chaired by Carleer Sekani Family Services with members from RCMP, JAG, families, others) is currently in the process of reviewing the 33 recommendations to determine the current relevance and priority of the remaining recommendations. The Ministry requires that analysis before detailed costing can be provided, however funding should be earmarked to support implementation of the recommendations, as there will be support from the Governing Body for work along the Highway of Tears.	confirm that this is relevant/new budget required and, assumptions/assess underlying the estimate																	
38	6.2		Prevention of Violence Against Aboriginal and Rural Women Measures	Services and Supports		6.2 That Provincial Government fund a community consultation process led by Aboriginal organizations to develop and implement a pilot project designed to ensure the safety of vulnerable Aboriginal youth during the rural-urban transition.	CSCPB	Option:  Range: Cost:	Project Years: 13/14 - confirm that Range: Cost: No literature review and to support this project and other similar projects.																	
39	6.3		Prevention of Violence Against Aboriginal and Rural Women Measures	Services and Supports		6.3 That Provincial Government provide additional funding to Aboriginal women's organizations to create programs addressing violence on reserves, so that fewer women and youth are forced to escape to urban areas.	Federal Government	No provincial costs - Reserves are Federal Jurisdiction							No provincial costs - Reserves are Federal Jurisdiction	No provincial costs - Reserves are Federal Jurisdiction	No provincial costs - Reserves are Federal Jurisdiction	No provincial costs - Reserves are Federal Jurisdiction	No provincial costs - Reserves are Federal Jurisdiction	No provincial costs - Reserves are Federal Jurisdiction	No provincial costs - Reserves are Federal Jurisdiction	No provincial costs - Reserves are Federal Jurisdiction	No provincial costs - Reserves are Federal Jurisdiction	No provincial costs - Reserves are Federal Jurisdiction	No provincial costs - Reserves are Federal Jurisdiction	
40	6.4		Prevention of Violence Against Aboriginal and Rural Women Measures	Services and Supports		6.4 That Provincial Government provide additional funding to Aboriginal women's organizations to provide more safe houses and counselling programs for and by Aboriginal women and youth.	BC Housing/AHMA																			
41	6.5		Prevention of Violence Against Aboriginal and Rural Women Measures	Services and Supports		6.5 That Provincial Government fund a collaborative action research project on the entry of young women into the sex trade, especially Aboriginal women who are often homeless during the transition from reserves or foster homes to urban centres, and to develop an action plan to facilitate and support exiting the survival sex trade.  Current/Planned Initiatives:  Scope: This could be part of the proposed response to 6.2: review existing research	CSCPB with JSB, MCFD and MARR	JSB has been involved in several research projects with MCFD to determine the issues associated with entry of youth into the sex trade. An option is to review existing reports and recommendations and identify those recommendations that could be implemented.	Cost: The Provincial Government has funded significant research on the																	
42	7.1	4.2	Improved Missing Person Policies and Practices	Policing Reforms	Policing Plan	7.1 That the provincial standards be developed by the Director of Police Services with the assistance of a committee consisting of representatives of the BC Association of Municipal Police Chiefs, the RCMP, representatives of community and Aboriginal groups, and representatives of families of the missing and murdered women.	PSPB		See Recommendation 4.2						See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	
43	7.2	4.2	Improved Missing Person Policies and Practices	Missing Persons, Response and Community Engagement		7.2 That proposed provincial missing persons standards include at least 15 components:	PSPB		See Recommendation 4.2						See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	
44	7.3	4.2	Improved Missing Person Policies and Practices	Policing Reforms	Policing Plan	7.3 That the provincial standards require a proactive missing persons process whereby police must take prevention and intervention measures including "safe and well" checks when an individual is found.	PSPB		See Recommendation 4.2						See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	
45	7.4	4.2	Improved Missing Person Policies and Practices	Policing Reforms	Policing Plan	7.4 That best practice protocols be established for (1) enhanced victimology analysis of missing persons, (2) investigative steps in missing person cases, (3) collaborative missing person investigations collection, (4) storage and analysis of missing persons data, and (5) training specific to missing person investigations.	PSPB		See Recommendation 4.2						See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	See Recommendation 4.2	



#	Recommendation #	Grouped with:	MWC Heading	Theme	Link	Recommendation	Responsibility	Comments	Cost assumptions	Requires incremental budget (Y/N)	Level of scalability based on budget available	Priority	Cost range - Operating (annual)	Cost range - Capital (one-time)	Total Operating Costs (\$millions)					Total Capital Costs (\$millions)					Savings																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																															
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46	7.5	7.5	Improved Missing Person Policies and Practices	Missing Persons Response and Community Engagement		7.5 That Provincial Government establish a provincial partnership committee on missing persons to facilitate the collaboration of key players in the ongoing development of best practice protocols for missing person cases. The committee should be chaired by a senior government official and include representatives of the missing and murdered women's families, Aboriginal organizations, community groups, service providers, police, and Victim Services.	JSB, and PSPB and CSCPB to co-lead		No costs to PSD - JSB to lead  Cost: The level of resources required and options for the most effective approach need to be assessed. approx. funding option as proposed could be \$13, s.13, s.17 No costs to PSD - links to: 7.5 (provincial partnership committee) 7.10 (media on committee) 7.11 (committee proposal re. support services)																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																															



Notes  
Individual branch submissions saved here: G:\2012-13\PIA\MWC\MWC Final Report\Preliminary Costing - Nov 2012\Branch submissions\.  
v2 prior to 2nd version of PSPB costing  
v3 input CSCPb costs

## Wanamaker, Lori JAG:EX

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**From:** Louie, Toby I JAG:EX  
**Sent:** Tuesday, December 04, 2012 6:04 PM  
**To:** Wanamaker, Lori JAG:EX  
**Cc:** Chalke, Jay JAG:EX; Howie, Lisa JAG:EX  
**Subject:** MWI Response  
**Attachments:** MWI Estimated Costs by Year Dec 4.xlsx

Lori

Attached is a best estimate on staging by year, assuming there is s.13

You can also see what can be done with s.13

The attached does not include recommendations to external agencies.

I'll be sending you a subsequent email with a detail spreadsheet on costing -- coordinated by Tara's staff - which we based our work on. Any differences are due to Lisa and my assumptions on staging.

Toby

-----Original Message-----

**From:** Wanamaker, Lori JAG:EX  
**Sent:** Tuesday, December 4, 2012 12:34 PM  
**To:** Louie, Toby I JAG:EX  
**Subject:** Question

Can you plot out the implementation of oppal recommendations by year....by the end of day?  
Including some notional sense of \$\$\$. If we have to s.13

Lori Wanamaker FCA  
Deputy Minister and  
Deputy Solicitor General  
Ministry of Justice



MWCI Recommendations by Fiscal Year

Immediate (2012/13)

Rec #	Description	Operating (\$M)	Capital (\$M)	Notes
12.1, 12.2	Implementation Champion (Advisory Committee)	\$		s.13, s.17 per year, over several years. Also responds to Rec#: 3.1 and 3.4; and potentially to 5.6, 6.2, 5.12, 7.5, 7.6, 7.11
4.3, 4.4, 4.5	Begin Crown Counsel Policy Reviews			Internal staffing and resources
Total		\$		

Short-Term (2013/14)

Rec #	Description	Operating (\$M)	Capital (\$M)	Notes
12.1, 12.2	Implementation Champion (Advisory Committee)	\$		s.13, s.17 per year, over several years. Also responds to Rec#: 3.1 and 3.4; and potentially to 5.6, 6.2, 5.12, 7.5, 7.6, 7.11
1.1	Funding existing centres supporting women in sex trade to enable 24/7	\$		
2.1	Transportation option in north			
4.3, 4.4, 4.5	Complete Crown Policy Reviews			Internal staffing and resources
3.2, 3.3	Healing Fund/Compensation Fund	\$		Grant program
4.1	Police Equality Audits	\$	\$	
4.2, 7.1, 7.2, 7.3, 7.4	Policing Standards	\$	\$	
4.6, 11.2	Legal duty to warn and Police Board Chair	\$	\$	
4.8	Law reform research	\$		
4.9	Court Victim Support Workers	\$		s.13, s.17 Scalable from s.13, s.17
4.12	Police training - vulnerable people	\$		Internal staffing and resources
5.4	Funding - Sex Trade Liaison Officer	\$		
5.6	Funding - 2 victim support workers	\$		
5.8	Police Guidelines - sex worker enforcement			s.13, s.17 Internal staffing and resources
5.11	Protocol - police discretion			Internal staffing and resources
5.12	Working Group - enhanced legislation			Internal staffing and resources
5.13	Protocol - high risk officers			Internal staffing and resources
N/A	Voluntary registration protocol			
6.2	Pilot - vulnerable youth project	\$		One-time funding
7.7, 7.8	Website and 1-800			Link with existing sites/numbers
8.5	Support national person's index			Letter to Federal Public Safety
9.1, 9.2, 11.1	Regional Police Force			Start review
10.3	Real Time Crime Centre	\$		Apportion to be determined
Total (\$ millions)		\$	\$	



Mid-Term (2014/15)

Rec #	Description	Operating (\$M)	Capital (\$M)	Notes
12.1, 12.2	Implementation Champion (Advisory Committee)	\$		s.13, s.17 per year, over several years. Also responds to Rec#: 3.1 and 3.4; and potentially to 5.6, 6.2, 5.12, 7.5, 7.6, 7.11
1.1	Funding existing centres supporting women in sex trade to enable 24/7	\$		
2.1	Transportation option in north			
3.2, 3.3	Healing Fund/Compensation Fund	\$		Grant program
4.1	Police Equality Audits	\$		
4.2, 7.1, 7.2, 7.3, 7.4	Policing Standards	\$	\$	
4.6, 11.2	Legal duty to warn and Police Board Chair	\$	\$	
4.8	Law reform research	\$	s.13, s.17	Second year of 2 year project
4.9	Court Victim Support Workers	\$		Scalable from s.13, s.17
4.12	Police training - vulnerable people	\$		Second year of 2 year project
5.4	Funding - Sex Trade Liaison Officer	\$		On-going
5.6	Funding - 2 victim support workers	\$		On-going
5.12	Working Group - enhanced legislation		s.13, s.17	Second year of 2 year project
8.1	BC missing person legislation			Link to rec#4.6 (duty to warn)
8.4	Major case management	\$	\$	Based on Ontario costs
9.1, 9.2, 11.1	Regional Police Force			Continue work
10.3	Real Time Crime Centre	\$		Apportion to be determined
11.3, 11.4	Representation on Police Board and Support	\$		
Total (\$ millions)		\$	\$	

Long-Term (2015/16)

Rec #	Description	Operating (\$M)	Capital (\$M)	Notes
12.1, 12.2	Implementation Champion (Advisory Committee)	\$		s.13, s.17 per year, over several years. Also responds to Rec# : 3.1 and 3.4; and potentially to 5.6, 6.2, 5.12, 7.5, 7.6, 7.11
1.1	Funding existing centres supporting women in sex trade to enable 24/7	\$		
2.1	Transportation option in north			
3.2, 3.3	Healing Fund/Compensation Fund	\$		Grant program
4.1	Police Equality Audits	\$		
4.2, 7.1, 7.2, 7.3, 7.4	Policing Standards	\$	\$	
4.6, 11.2	Legal duty to warn and Police Board Chair	\$	s.13, s.17 \$	
4.9	Court Victim Support Workers	\$		Scalable from s.13, s.17
5.4	Funding - Sex Trade Liaison Officer	\$		On-going
5.6	Funding - 2 victim support workers	\$		On-going
6.1	Impementation Highway of Tears Recs	\$		TBD
6.4	Funding - Safe Houses + Counselling		s.13, s.17	
8.4	Major case management	\$	\$	Based on Ontario
9.1, 9.2, 11.1	Regional Police Force			Continue work
10.3	Real Time Crime Centre	\$		Apportion to be determined
11.3, 11.4	Representation on Police Board and Support	\$		
Total (\$ millions)		\$	\$	

## Hoskins, Jeannie JAG:EX

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**From:** Hoskins, Jeannie JAG:EX  
**Sent:** Tuesday, December 4, 2012 8:38 AM  
**To:** Wanamaker, Lori JAG:EX  
**Subject:** FW: Draft MWI Materials for Tuesday's 10 am Briefing  
**Attachments:** Recommendations table for MSB information DRAFT Dec 3.docx; MWI Draft Speaking Notes Dec 3.docx

Not sure Toby will make it over, he's booked on harbour air, so I added these to your SP

Jeannie Hoskins  
Executive Coordinator  
Office of the Deputy Solicitor General  
Ministry of Justice

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**From:** Louie, Toby I JAG:EX  
**Sent:** Monday, December 3, 2012 5:42 PM  
**To:** Wanamaker, Lori JAG:EX; Chalke, Jay JAG:EX; DeWitt-Van Oosten, Joyce M JAG:EX; Cavanaugh, Lynda A JAG:EX; Pecknold, Clayton JAG:EX; Ritchie, Dave JAG:EX; Southern, Evan JAG:EX  
**Cc:** O'Connor-Dixon, Lara JAG:EX; Hoskins, Jeannie JAG:EX; Richter, Connie JAG:EX; Howie, Lisa JAG:EX  
**Subject:** Draft MWI Materials for Tuesday's 10 am Briefing

For Tuesday's MWI briefing, attached are:

- Draft speaking notes for Minister
- Updated Response Table of Recommendations (as background)

I'll bring copies with me.

Toby



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
1	Services and Supports / Immediate Attention	1.1 To provide funding to existing centres that provide emergency services to women engaged in the sex trade to enable them to remain open 24 hours per day.	Ministries of Health, Social Development, and BC Housing	<p><b>Policy Implications:</b> <span style="color: red;">s.13</span></p> <p><b>Cost:</b> If limited funding is made available, <span style="color: red;">s.13, s.17</span> is recommended. WISH drop in centre and Warm Zone could be expanded to 24 hrs with costs estimated to exceed <span style="color: red;">s.13, s.17</span> (further analysis required). Fiscal Years: <span style="color: red;">s.13, s.17</span> 13/14 and beyond 'year Range: <span style="color: red;">s.13, s.17</span> 'year. Operational.</p>
2	Healing, Reconciliation and Legacy / Immediate Attention	2.1 To develop and implement an enhanced public transit system to provide a safer travel option connecting the Northern communities, particularly along Highway 16.	Ministry of Transportation and Infrastructure	<p><b>Policy Implications:</b> <span style="color: red;">s.13, s.17</span> Would provide a safe option, but would not eliminate hitchhiking. Greyhound recently cut back on service on this route.</p> <p><b>Scope:</b> MTI developing options.</p>
3	Healing, Reconciliation and Legacy / Immediate Attention	12.1 That Provincial Government appoint an independent advisor to serve as a champion for the implementation of the Commission's recommendations. This appointment should take effect within 12 weeks of release of the report.	Ministry of Justice	<p><b>Policy Implications:</b> <span style="color: red;">s.13, s.17</span> Recommend advisory committee to government.</p> <p><b>Cost:</b> Estimate <span style="color: red;">s.13, s.17</span> year for Chair/Committee member remuneration (per TB directives).</p>
4	Healing, Reconciliation and Legacy / Immediate Attention	12.2 That the independent advisor work collaboratively with representatives of Aboriginal communities, the DTES, and the victims' families in the implementation process.	Ministry of Justice	<p><b>Policy Implications:</b> <span style="color: red;">s.13, s.17</span> see 12.1. Would involve connecting with a broad range of marginalized people</p>
5	Healing, Reconciliation and Legacy / Restorative	3.1 That Provincial Government appoint two advisors, including one Aboriginal Elder, to consult with all affected parties regarding the form and content of the	Ministry of Justice	<p>See 12.1. <i>Option:</i> MARR has Minister's Aboriginal Women's Advisory Committee, which could be used for this purpose.</p>

**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	Measures	apologies and other forms of public acknowledgement required as a first step in the healing and reconciliation process.		
6	Healing, Reconciliation and Legacy / Restorative Measures	3.2 That Provincial Government establish a compensation fund for the children of the missing and murdered women.	CSCPB	<p><b>Policy Implications:</b> Specific to the family members in the missing/murdered women case and includes a broad spectrum of benefits.</p> <p>Through the Crime Victim Assistance Program, children of murdered persons are eligible for: counselling and associated prescription medication costs, transportation expenses, loss of parental guidance, income support and funeral expenses.</p> <p><b>Scope:</b> Option:</p> <p><b>Cost:</b> Depends on what funding is to cover.</p> <p><b>Decision point –</b></p>
7	Healing, Reconciliation and Legacy / Restorative Measures	3.3 That Provincial Government establish a healing fund for families of the missing and murdered women. These funds should be accessed through an application process pursuant to established guidelines.	CSCPB	See recommendation 3.2 comments.
8	Healing, Reconciliation and Legacy / Restorative Measures	3.4 That Provincial Government appoint two advisors, including one Aboriginal Elder, to consult with all affected parties regarding the structure and format of this facilitated reconciliation process and to	Ministry of Justice	<p>Tied to recommendation 3.1 and 3.2.</p> <p><b>Scope:</b> Potential for MARR input into selection of advisors.</p> <p><b>Option –</b></p>



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
		consider mechanisms for funding it. These consultations and recommendations could be undertaken together with recommendation 3.1.		
9	Policing Reforms / Equality – Promoting Measures	4.1 That the Minister of Justice direct the Director of Police Services to undertake equality audits of police forces in British Columbia with a focus on police duty to protect marginalized and Aboriginal women from violence. These audits should be carried out by an external agency <i>and</i> with meaningful community involvement.	PSPB	<p><b>Policy Implications:</b> The Director of PSD could order an s.42 audit under the Police Act (i.e., the Wood Complaints Review or the Provincial Review of Emergency Response Teams).</p> <p><b>Scope:</b></p> <p><b>Cost:</b></p> <p>Fiscal Years: 13/14 and beyond Range:</p> <p>Includes cost of related 4.10. LINKAGE WITH BC POLICING PLAN</p>
10	Policing Reforms / Equality – Promoting Measures	4.2 That Provincial Government set a provincial standard establishing that police officers have a general and binding duty to promote equality and to refrain from discriminatory policing.	PSPB	<p><b>Policy Implications:</b> The Director of PSD has authority to set standards on a range of topics.</p> <p><b>Cost:</b></p> <p>Fiscal Years: 13/14 and beyond</p>

**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
				<p>Range: operational; capital for</p> <p>Capital costs are also associated with 8-2/8.4 which could</p> <p><b>Supported?</b> Yes, LINKAGE WITH BC POLICING PLAN</p> <p style="color: red; text-align: right;">s.13, s.14 s.13, s.16</p>
11	Crown Policy and Practices / Equality – Promoting Measures	4.3 That Provincial Government amend the BC Crown Policy Manual to explicitly include equality as a fundamental principle to guide Crown Counsel in performing their functions.	CJB	<p><b>Scope:</b> CJB will review its policies, including policies that guide the exercise of prosecutorial discretion, to ensure that equality is recognized as a fundamental principle.</p> <p><b>Cost:</b> None</p> <p><b>Supported?</b> Yes</p>
12	Crown Policy and Practices / Equality – Promoting Measures	4.4 That Provincial Government develop and implement a Crown Vulnerable Women Assault Policy to provide guidance on the prosecution of crimes of violence against vulnerable women, including women engaged in the sex trade.	CJB	<p><b>Policy Implications:</b> Current Crown policy identifies that Crown counsel should develop strategies to assist reluctant and vulnerable witnesses.</p> <p><b>Scope:</b> CJB will review its policies to ensure meaningful policy guidance for Crown counsel that addresses the Commissioner's concerns.</p> <p><b>Cost:</b> None</p> <p><b>Supported?</b> Yes</p>
13	Crown Policy and Practices / Equality – Promoting Measures	4.5 That Provincial Government adopt a policy statement in the BC Crown Policy Manual requiring that a prosecutor's evaluations of how strong the case is likely to be when presented at trial should be made on the assumption that the tier of fact will act impartially and according to the law.	CJB	<p><b>Policy Implications:</b> Crown Charge Assessment policy already operates based on an appreciation and application of this fundamental principle. CJB is moving ahead on previously identified strategies to strengthen prosecution business processes and promote collaborative justice reform.</p> <p><b>Scope:</b> CJB will review its policies to ensure that the importance of the principle is made express and conveyed.</p> <p><b>Cost:</b> None</p> <p><b>Supported?</b> Yes</p> <p style="color: red; text-align: right;">s.13, s.16</p>
14	Policing Reforms / Equality –	4.6 That Provincial Government direct the Director of Police Services to consult with the BC Association of Municipal Chiefs of	PSPB	<p><b>Policy Implications:</b></p>



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	Promoting Measures	Police, the RCMP and community representatives to recommend the wording of a statutory provision on the legal duty to warn and a protocol on how it should be interpreted and applied.		<p><i>Option –</i></p> <p>(Links to 4.7.)</p> <p><b>Cost:</b> Costs likely to police agencies. Fiscal Years: 13/14 and beyond Range: Primarily operational; capital for</p> <p>Cost includes cost of related recommendations 4.14, 8.1 and 11.2.</p> <p><b>Supported?</b> LINKAGE WITH BC POLICING PLAN</p>
15	Policing Reforms / Equality – Promoting Measures	4.7 That police forces work with local communities to develop communication strategies for the issuance of warnings that ensure the message is conveyed to community members who are most at risk of the specific threat.	PSPB	<p><b>Policy Implications:</b></p> <p><b>Scope:</b></p> <p><b>Cost:</b></p> <p><b>Supported:</b> Yes LINKAGE WITH BC POLICING PLAN</p>
16	Services and Supports / Equality– Promoting Measures	4.8 That Provincial Government fund three law reform research projects on aspects of the treatment of vulnerable and intimidated witnesses: <ul style="list-style-type: none"> <li>• The effects of drug and alcohol use on memory and how to support those experiencing dependency or addiction to</li> </ul>	JSB	<p><b>Policy Implications:</b> These three projects could be combined into one:</p>

**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
		<p>provide testimony;</p> <ul style="list-style-type: none"> <li>• Police, counsel and the judiciary's bias and perceptions of credibility of people with drug additions or who are engaged in the survival sex trade; and</li> <li>• Potential changes to the law of evidence to better allow vulnerable witnesses, including those who have been sexually assaulted, those suffering from addictions, and those in the sex industry, to take part in court processes.</li> </ul>	JSB with CJB, Victims Services and Police Services	<p>s.13, s.14, s.16</p> <p>s.13, s.17</p> <p><b>Cost:</b> As proposed, Implementation could require funding for court accommodations.</p> <p><b>Supported?</b> Yes (amalgamated approach).</p>
17	Services and Supports / Equality – Promoting Measures	4.9 That Provincial Government develop guidelines to facilitate and support vulnerable and intimidated witnesses by all actors within the criminal justice system based on the best practices identified by the Commission through its review of protocols and guidelines existing in other jurisdictions.	CSCP, CJB JSB	<p><b>Policy Implications:</b> Former crown program had 35 workers in courthouses, program terminated 2002. Currently there are only 10 government court workers in the province, all in the lower mainland (CSCP funded).</p> <p>s.13</p> <p><b>Scope:</b> This could be developed through inter-jurisdictional discussions and collection of best practices from major cases involving multiple victim-witnesses.</p>



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
				<p><u>Cost:</u> Fiscal Years: 2013/14-2014/15 and ongoing</p> <p style="text-align: right;">s.13, s.17</p> <p><u>Supported:</u> Yes, with funding available.</p>
18	Policing Reforms / Equality – Promoting Measures	4.10 That police forces integrate into training, performance standards, and performance measurement the ability of police officers to develop and maintain community relationships, particularly with vulnerable members of the community who are often at risk of being treated unequally in the delivery of public services.	PSPB	<p><u>Policy Implications:</u></p> <p style="text-align: right;">s.13, s.16</p> <p><u>Scope:</u></p> <p style="text-align: right;">s.13, s.16</p> <p><u>Cost:</u> See related recommendation 4.1 for cost estimate.</p> <p><u>Supported:</u> Yes</p> <p>LINKAGE WITH BC POLICING PLAN</p>
19	Policing Reforms / Equality – Promoting Measures	4.11 That the BC Association of Municipal Chiefs of Police and the RCMP establish a working group to develop a best practices guide for the establishment and implementation of formal discussion mechanisms to facilitate communication and collaboration that transcends the institutional hierarchy within a police agency.	PSPB, BCAMCP, RCMP	<p><u>Policy Implications:</u> Some structures are in place that could facilitate this type of working group.</p> <p style="text-align: right;">s.16</p> <p><u>Scope:</u></p> <p><u>Cost:</u> Unknown.</p> <p><u>Supported?</u> Yes</p> <p>LINKAGE WITH BC POLICING PLAN</p>
20	Policing Reforms /	4.12 That police officers be required to undergo mandatory and ongoing	PSPB	<p><u>Policy Implications:</u> The Spirit Has No Colour training is available to police in BC (addresses Aboriginal history and</p>

**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	Equality – Promoting Measures	<p>experiential and interactive training concerning vulnerable community members:</p> <ul style="list-style-type: none"> <li>• Active engagement in overcoming biases, rather than more passive sensitivity training (sometimes called anti-oppression training);</li> <li>• More intensive and ongoing training in the history and current status of Aboriginal peoples in the province and in the specific community, particularly with respect to the ongoing effects of residential schools and the child welfare system;</li> <li>• Training and resources to make prevention of violence against Aboriginal women a genuine priority;</li> <li>• Training to ensure an understanding of violence against women in a range of settings including family violence, child sexual exploitation and violence against women in the sex trade; in particular, the scenarios used in police training should incorporate issues of cultural sensitivity and violence against women; and</li> <li>• Training in recognizing the special needs of vulnerable individuals and how to meet those needs, including recognition of a higher standard of care owed by the police to these individuals.</li> </ul>		<p>culture). The Commissioner discusses other training that police agencies suggest is available. Key is that there doesn't appear to be a mandatory standard for the training and who has to take it.</p> <p>The Framework on Violence Against Aboriginal Women may address this issue as well. The National Centre for Missing Persons and Unidentified Remains has an Aboriginal liaison officer available for training and are developing best practices for police linking with communities in missing persons cases. PSD is working with the JIBC Police Academy to bolster its curriculum development capacity and has a Police Training Governance Steering Committee (PTGSC) mandated to work toward harmonization of training initiatives.</p> <p><u>Scope:</u> <u>Cost:</u></p> <p><b>Fiscal Years:</b> 13/14-14/15 Range: (both years) Operational <u>Supported?</u> Yes, with adequate resources and funding.</p> <p>LINKAGE WITH BC POLICING PLAN</p>
21	Policing Reforms /	4.13 That the Police Complaint Commissioner, working with police forces	Police Complaint	Comment: The use of Restorative Justice or Aboriginal Justice approaches should be considered.



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	Equality – Promoting Measures	across the province, take steps to develop, promote and refine informal methods of police discipline, particularly in marginalized communities such as the DTES and with Aboriginal communities.	Commissioner	
22	Policing Reforms / Equality – Promoting Measures	4.14 That Provincial Government engage with the RCMP in order to bring them into the provincial complaints process.	PSPB	<p><u>Policy Implications:</u> There is a Bill before the House of Commons that addresses many concerns with the RCMP complaint process that may resolve some of these issues.</p> <p><u>Scope:</u></p> <p><u>Cost:</u> Could be See recommendation for 4.6 for PSPB cost estimate.</p> <p><u>Supported?</u></p> <p>LINKAGE WITH BC POLICING PLAN</p>
23	Policing Reforms / Enhance Safety of Vulnerable Urban Women Measures	5.1 That SisterWatch be evaluated to provide a basis for further refinements and with a view to establishing best practices for meaningful police-community partnerships; and that these best practices be shared with other police forces to encourage them to develop and maintain ongoing, collaborative community forums.	City of Vancouver	<p><u>Comment:</u></p>
24	Services and Supports / Enhance Safety of Vulnerable Urban Women Measures	5.2 That all entities with proposed responsibilities under the Living in Community Action Plan commit to these priority actions that together form a strong basis for enhancing the safety of women engaged in the survival sex trade.	City of Vancouver	<p><u>Comment:</u> This Action plan contains 24 recommendations (many reflected in the report) including to the community, police, Crown, the City, and the Province. Some can be implemented with no cost; others include costs for education, training, social and health services, and other costs.</p>
25	Missing	5.3 That other communities be	City of	

**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	Persons Response and Community Engagement / Enhance Safety of Vulnerable Urban Women Measures	encouraged to undertake the type of collaborative community engagement strategy employed by Living in Community to develop an integrated strategy for enhancing the safety of women engaged in the survival sex trade.	Vancouver	
26	Policing and Reforms / Enhance Safety of Vulnerable Urban Women Measures	5.4 That Provincial Government fund additional full-time Sex Trade Liaison Officer positions in the Lower Mainland.	PSPB	<p><b>Policy Implications:</b> Currently one full-time Sex Trade Liaison Officer in the Lower Mainland is funded out of the provincial force business line.</p> <p><b>Scope:</b></p> <p><b>Cost:</b> Estimated at \$13, s.16</p> <p>Fiscal Years: 13/14 and beyond</p> <p>Range:</p> <p><b>Supported?</b></p> <p>LINKAGE WITH BC POLICING PLAN</p> <p>s.13, s.17 s.13, s.16 s.13, s.16 s.13, s.16</p>
27	Services and Supports / Enhance Safety of Vulnerable Urban Women Measures	5.5 That the City of Vancouver create and fund two community-based liaison positions to be filled by individuals who have experience in the survival sex trade.	City of Vancouver	<p>s.13, s.16</p>
28	Policing Reforms / Enhance Safety of Vulnerable Urban Women Measures	5.6 That Provincial Government undertake a community consultation, needs assessment and feasibility study concerning the re-establishment of an independent society comparable to the former Vancouver Police Native Liaison Society.	CSCP	<p><b>Policy Implications:</b> Native Liaison Society was a front line victim service that facilitated communication between police and the aboriginal community or victims; funded by the Ministry of Justice. Ceased operating several years ago (not due to a government funding cut).</p> <p><b>Cost:</b> Fiscal Years: 13/14 and beyond</p> <p>s.13</p>



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
				Estimated cost:  <b><u>Supported?</u></b> LINKAGE WITH BC POLICING PLAN
29	Missing Persons Response and Community Engagement / Enhance Safety of Vulnerable Urban Women Measures	5.7 That the Vancouver Police Department establish a position of Aboriginal Liaison Officer whose responsibilities would include assisting Aboriginal persons in their interactions with the Missing Persons Unit.	PSPB (for province-wide approach)	<b><u>Policy Implications:</u></b> Interactions with missing persons units or specialized staff is a provincial issue with application beyond Aboriginal persons.  , and resources such as public awareness information and a missing person website. A missing persons public website is planned to be operational by end of 2012.
30	Policing Reforms / Enhance Safety of Vulnerable Urban Women Measures	5.8 That all police forces in British Columbia consider developing and implementing guidelines on the model of the Vancouver Police Department's Sex Work Enforcement Guidelines in consultation with women engaged in the sex trade in their jurisdiction.	PSPB	<b><u>Policy Implications:</u></b> This could be facilitated through  <b><u>Scope:</u></b> <b><u>Cost:</u></b> Could have some <b><u>Supported?</u></b> Yes LINKAGE WITH BC POLICING PLAN
31	Missing Persons Response and Community Engagement / Enhance Safety of Vulnerable Urban Women Measures	5.9 That the City of Vancouver and the Vancouver Police Department take proactive measures to reduce the number of court warrants issued for minor offences by: • Reducing the number of tickets issued and charges laid for minor offences; • Developing guidelines to facilitate greater and more consistent use of police discretion not to lay charges; and	City of Vancouver and Vancouver Police Department	



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
		<ul style="list-style-type: none"> <li>Increasing the ways in which failures to appear can be quashed early in the judicial process.</li> </ul>		
32	Missing Persons Response and Community Engagement / Enhance Safety of Vulnerable Urban Women Measures	5.10 That courts consider making increased use of diversionary or alternative measures to deal with bench warrants and breaches of conditions. This is in light of the barriers that outstanding warrants have on the ability of vulnerable women who are victims of violent crime to access police services. And that proactive steps be taken to assist women to clear outstanding warrants.	Ministry of Justice	<p><b>Policy Implications:</b> It appears this recommendation is to address the issue of some women being reluctant to come forward with information to police regarding an investigation, as they themselves had outstanding warrants and feared arrest. It is an issue of police discretion on whether to arrest on the warrant.</p> <p><b>Cost:</b> unknown</p> <p><b>Supported?</b></p>
33	Missing Persons Response and Community Engagement / Enhance Safety of Vulnerable Urban Women Measures	5.11 That the Minister of Justice consult with the judiciary, police and community representatives to develop a protocol providing the police with the discretion not to enforce a warrant in a circumstance where a sex trade worker is attempting to report a violent crime.	Ministry of Justice	<p><b>Policy Implications:</b> This relates to enforcement practices.</p> <p style="text-align: center;">s.13, s.16</p> <p><b>Supported?</b></p>
34	Services and Supports / Enhance Safety of Vulnerable Urban Women Measures	5.12 That the Minister of Justice establish a working group to develop options for enhanced legislative protection for exploited women. The working group should include representatives of sex workers, community-based organizations providing support to and advocacy for women engaged in the sex trade, aboriginal women's organizations, police	JSB	<p><b>Policy Implications:</b></p> <p style="text-align: center;">s.13</p> <p><b>Scope:</b> Propose review of literature, legislation and reports from community-based organizations representing sex workers, Aboriginal women and others.</p>



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
		agencies and the Crown Counsel Association.		<b>Cost:</b> s.13 <b>Supported?</b> Yes, to a review of options. s.13, s.15, s.16
35	Policing Reforms / Enhance Safety of Vulnerable Urban Women Measures	5.13 That the BC Association of Municipal Police Chiefs and the RCMP, with support from the Director of Police Services, should develop a protocol containing additional measures to monitor high-risk offenders, including recommendations for the efficient and timely sharing of information.	PSPB and CJB	<b>Policy Implications:</b> Could be linked to existing protocols. <b>Scope:</b> Review existing protocols,  <b>Cost:</b> Unknown <b>Supported?</b> Potentially; needs more analysis. LINKAGE WITH BC POLICING PLAN
36	Missing Persons Response and Community Engagement / Enhance Safety of Vulnerable Urban Women Measures	No Reference Number Provided. That a voluntary registration/warning program and protocol be developed in consultation with vulnerable women through a process that ensures informed consent, guarantees privacy, and allows the woman to retain control over all private information. A voluntary registration/warning program and protocol should be developed through a transparent, collaborative consultation process as part of an overarching strategy of measures to enhance the safety and security of women engaged in the survival sex trade.	JSB with CSCP and PSPB	<b>Policy Implications:</b> This program would allow women to sign agreements that would allow police access to private information (e.g., health records) if they go missing. This approach would be consistent with, but would not replace, missing person legislation. s.13, s.16 <b>Scope:</b> s.13, s.16 <b>Cost/resources:</b> <b>Supported?</b> Yes
37	Services and Supports / Prevention of Violence Against	6.1 That Provincial Government fully support the implementation of The Highway of Tears Symposium action plan, updated to the current situation and in a manner that ensures involvement of all	CSCP to coordinate Note: there are 33 recs – some relate to	<b>Policy Implications:</b> The Highway of Tears Governing Body (chaired by Carrier Sekani Family Services with RCMP, JAG, families, others as members) is reviewing to determine relevance and priority of remaining recommendations. <b>Cost:</b> Analysis is required before detailed costing for



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	Aboriginal and Rural Women Measures	affected communities along Highway 16.	other Branches, Ministries etc.	remaining recommendations; however, it is proposed that funding be earmarked to support implementation. The Ministry has supported a number of initiatives in relation to the Highway of Tears recommendations, including \$250,000 to Carrier Sekani Family Services for a prevention and awareness project along the Highway of Tears in March 2012. <b>Supported?</b> Yes.
38	Services and Supports / Prevention of Violence Against Aboriginal and Rural Women Measures	6.2 That Provincial Government fund a community consultation process led by Aboriginal organizations to develop and implement a pilot project designed to ensure the safety of vulnerable Aboriginal youth during the rural-urban transition.	CSCP and JSB with MCFD and MARR	<b>Policy Implications:</b> Previous work has been done. A cautious approach to further consultation with Aboriginal communities is required, as they may believe they have already been consulted. <b>Scope:</b> <i>Option:</i> Review existing reports;  <b>Cost:</b> Fiscal Years: 13/14 - one time funding Range: · for literature review and  <b>Supported?</b> Yes, to review of existing reports.
39	Services and Supports / Prevention of Violence Against Aboriginal and Rural Women Measures	6.3 That Provincial Government provide additional funding to Aboriginal women's organizations to create programs addressing violence on reserves, so that fewer women and youth are forced to escape to urban areas.	Federal Government	Reserves are federal jurisdiction.
40	Services and Supports /	6.4 That Provincial Government provide additional funding to aboriginal women's	BC Housing/ AHMA	<b>Policy Implications:</b> Effective November 1, 2012, the Aboriginal Management Housing Association (AHMA)



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	Prevention of Violence Against Aboriginal and Rural Women Measures	organizations to provide more safe houses and counselling programs run for and by aboriginal women and youth.	CSCP (JAG lead)	assumed responsibility for administering existing housing program agreements between BC Housing and Aboriginal service providers in BC. General counselling is not the mandate of the Ministry of Justice and the need for additional services should be explored with Ministry of Justice provides non-therapeutic supports for victims of relationship violence through Stopping the Violence programs. Additionally, victims of crime are eligible for counseling benefits through the Crime Victim Assistance Program.
41	Services and Supports / Prevention of Violence Against Aboriginal and Rural Women Measures	6.5 That Provincial Government fund a collaborative action research project on the entry of young women into the sex trade, especially aboriginal women who are often homeless during the transition from reserves or foster homes to urban centres, and to develop an action plan to facilitate and support exiting the survival sex trade.  Links to recommendation 6.2.	CSCP with MCFD and MARR	<b>Policy Implications:</b> This issue spans the mandates of several Branches/Ministries. Could be a collaborative initiative as suggested, but the appropriate lead needs to be determined and it could be one of several Ministries or  Propose review of existing reports/recos and identify those recommendations that could be implemented.  <b>Scope:</b> Could be part of response to 6.2. <b>Cost:</b> For 6.5 and 6.2: for literature review and  <b>Supported?</b>  re work that underway or being considered on this issue.
42	Policing Reforms / Improved Missing Person Policies and Practices	7.1 That the Provincial standards be developed by the Director of Police Services with the assistance of a committee consisting of representatives of the BC Association of Municipal Police Chiefs, the RCMP, representatives of community and Aboriginal groups, and	PSPB	<b>Policy Implications:</b> Amendments to the Police Act provide the authority for the director to create these standards. National standards have been proposed and can be considered by PSPB in developing these standards. <b>Scope:</b> The scope would be considerably wider than those

**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
		representatives of families of the missing and murdered women.		<p><i>s.13, s.16</i></p> <p><i>s.3, s.17</i></p> <p><b>Cost:</b> Fiscal Years: 13/14 and beyond  <b>Range:</b> Primarily operational; capital for  Cost includes those related to recommendations 4.2, 7.1-7.4, 8.2 to 8.4, 10.1 and 10.2.  <b>Supported?</b> Yes, with resources and funding.  LINKAGE WITH BC POLICING PLAN</p> <p><i>s.13, s.17</i></p>
43	Police Reforms/ Improved Missing Person Policies and Practices	<p>7.2 That proposed provincial missing persons standards include at least 15 components:</p> <ul style="list-style-type: none"> <li>• Definition of “missing person;”</li> <li>• Criteria for the acceptance of reports;</li> <li>• Jurisdiction;</li> <li>• Missing Person Risk Assessment Tool;</li> <li>• Provincial Missing Person Reporting Form;</li> <li>• Standards related to interaction with family/reportees;</li> <li>• Initial steps – background information;</li> <li>• Supervisory responsibility/quality control;</li> <li>• Forensic evidence standards;</li> <li>• Coroners’ Liaison;</li> <li>• Monitoring outstanding missing person cases;</li> <li>• Automatic annual review of unsolved cases;</li> <li>• Closing missing person files;</li> <li>• Prevention and intervention; and</li> <li>• The role and authority of the BCPMPC.</li> </ul>	PSPB	<p><b>Policy Implications:</b> See 7.1.  <b>Cost:</b> See 7.1.    LINKAGE WITH BC POLICING PLAN</p>
44	Policing and	7.3 That the provincial standards require	PSPB	<b>Policy Implications:</b> See 7.1.



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	Reforms / Improved Missing Person Policies and Practices	a proactive missing persons process whereby police must take prevention and intervention measures including “safe and well” checks when an individual is found.		LINKAGE WITH BC POLICING PLAN
45	Policing Reforms / Improved Missing Person Policies and Practices	7.4 That best practice protocols be established for: (1) enhanced victimology analysis of missing persons, (2) investigative steps in missing person cases, (3) collaborative missing person investigations collection, (4) storage and analysis of missing persons data, and (5) training specific to missing person investigations.	PSPB	<p><b>Policy Implications:</b> See 7.1. The Missing Women Working Group (MWWG) focused on the characteristics of victims likely to be targeted by serial predators, and encouraged training for police in this issue. Retention of evidence is being addressed across Canada as per a recommendation of the MWWG and proposed</p> <p><b>Cost:</b> See 7.1.</p> <p>LINKAGE WITH BC POLICING PLAN</p>
46	Missing Persons Response and Community Engagement / Improved Missing Person Policies and Practices	7.5 That Provincial Government establish a provincial partnership committee on missing persons to facilitate the collaboration of key players in the ongoing development of best practice protocols for missing person cases. The committee should be chaired by a senior government official and include representatives of the missing and murdered women's families, aboriginal organizations, community groups, service providers, police, and Victim Services.	JSB	<p><b>Policy Implications:</b></p> <p><b>Cost:</b> The level of resources required and options for the most effective approach need to be assessed. A Provincial Partnership Committee would require at least</p> <p><b>Supported:</b> Yes, to option of</p>
47	Missing Persons Response and	7.6 That Provincial Government establish an agency independent of all police agencies with the purposes to include co-	PSPB	<p><b>Policy Implications:</b> Not clear that</p>



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	Community Engagement / Improved Missing Person Policies and Practices	ordinating information, identifying patterns, establishing base rates, checking on police investigations, ensuring accountability for linked inter-jurisdictional series, and warning the public. It should provide oversight and analytic functions, but it should not be an investigating entity.		<p><b>Cost:</b> Fiscal Years: 13/14 and beyond  <b>Range:</b> Operational  <b>Supported?</b> Yes to the identified need;            LINKAGE WITH BC POLICING PLAN</p>
48	Missing Persons Response and Community Engagement / Improved Missing Person Policies and Practices	7.7 That provincial authorities create and maintain a provincial missing person website aimed at educating the public about the missing persons process and engaging them in proactive approaches to prevention and investigation.	PSPB	<p><b>Policy Implications:</b> An inventory of provincial and national projects should be undertaken before more websites are built.            In November 2012 a national website was launched that may meet these purposes.            The NCMPUR police-based website and scheduled to be operational in 2012.  <b>Scope:</b>  <b>Supported?</b></p>
49	Missing Persons Response and Community Engagement / Improved Missing Person Policies and Practices	7.8 That provincial authorities establish a provincial 1-800 phone number for the taking of missing person reports and accessing case information.	PSPB	<p><b>Policy Implications:</b> Would need to be considered carefully.  <b>Supported?</b></p>
50	Missing	7.9 That provincial authorities develop an	CSCPB	<b>Policy Implications:</b> The recommendation focus is support



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	persons Response and Community Engagement / Improved Missing Person Policies and Practices	enhanced, holistic, comprehensive approach for the provision of support to the families and friends of missing persons. This should be based on a needs assessment carried out in consultation with the provincial partnership committee on missing persons.		<p>to families through the investigation process and enhanced victim services, which would have financial implications to implement. Further review is required to assess options in light of other potentially overlapping recommendations in the report. Relates to recommendation 7.5.</p> <p><b>Scope:</b> A review of supports in other provinces could assist BC in what works and what could be done here. The response could incorporate</p> <p><b>Cost:</b> Fiscal Years: 13/14, 14/15 - one time funding  <b>Range:</b> (training only) - for development and delivery.</p>
51	Missing Persons Response and Community Engagement / Improved Missing Person Policies and Practices	7.10 That representatives of the media be invited to be members of the provincial partnership committee and that the committee should develop a protocol on issues related to the role of the media in missing person investigations.	JSB	<p><b>Policy Implications:</b></p> <p><b>Scope:</b> Relates to recommendation 7.5.</p> <p><b>Cost:</b> Nil for addition of media involvement  <b>Supported?</b></p>
52	Missing Persons Response and Community Engagement /	7.11 That the provincial partnership committee develop a proposal for either an enhanced BCPMPC to meet additional responsibilities relating to the needs of members of the public and, in particular,	PSPB	<p><b>Policy Implications:</b></p>

**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	Improved Missing Person Policies and Practices	reportees; or to create an independent civilian-based agency for this purpose.		<p>etc. Linked to 7.9 and potentially 7.5.  <b>Scope:</b> Complex as recommendation is not direct. <i>Option:</i></p> <p style="text-align: right; color: red;">s.13</p> <p><b>Cost:</b>  <b>Supported?</b></p>
53	Policing Reforms / Enhanced Police Investigations	8.1 That Provincial Government enact missing persons legislation to grant speedy access to personal information of missing persons without unduly infringing on privacy rights. I recommend the adoption of single purpose legislation, as in Alberta and Manitoba, with a provision for a comprehensive review of the operation of the Act after five years.	PSPB	<p><b>Policy Implications:</b> Some work was done on this within the Ministry in the past. If supported,</p> <p style="text-align: right; color: red;">s.13</p> <p><b>Scope:</b> Considerable policy, consultation work.  <b>Cost:</b> See related recommendation 4.6 for cost estimate.  <b>Supported?</b> Yes with sufficient resources to support</p> <p style="text-align: right; color: red;">s.13</p> <p>POTENTIAL LINKAGE WITH BC POLICING PLAN</p>
54	Policing Reforms / Enhanced Police Investigations	8.2 That Provincial Government mandate the use of Major Case Management (MCM) for major crimes and that the Director of Police Services develop these MCM standards in consultation with the police community and through a review of best practices in other jurisdictions.	PSPB	<p><b>Policy Implications:</b> Amendments to the Police Act provide the authority for the Director to create these standards.  <b>Scope:</b></p> <p style="text-align: right; color: red;">s.13, s.16</p> <p><b>Cost:</b> Many policing standards have costs associated with</p> <p style="text-align: right; color: red;">s.13, s.16, s.17</p> <p>Fiscal Years: 13/14 and beyond. Capital.</p>



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
				<p>Range: FY 13/14 FY 15/16 and on</p> <p>(unknown at this time). Related recommendation 7.1 (operational costs to draft and develop standards). <b>Supported?</b> Achievable with funding LINKAGE WITH BC POLICING PLAN</p>
55	Policing Reforms / Enhanced Police Investigations	<p>8.3 That the Director of Police Services mandate accountability under the MCM standards by requiring that police forces:</p> <ul style="list-style-type: none"> <li>• Provide an explanation as to why MCM was not used for a “major crime” in an annual report to the Director of Police Services;</li> <li>• Notify the Director of Police Services of all “major crime” investigations that are not under active investigation and have remained open for more than one year. Upon receipt of such notification, the Director will appoint another police department to conduct an independent audit of the prior investigation and conduct such additional investigatory steps as it deems necessary, and report its finding to the Director and the originating police agency; and</li> <li>• Conduct annual internal audits of a statistically valid random selection of MCM investigations to ensure proper compliance with the model.</li> </ul>	PSPB	<p>See response to 8.2.</p> <p>LINKAGE WITH BC POLICING PLAN</p>
56	Policing	8.4 That issues related to a single	PSPB	See response to 8.2.

**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	Reforms / Enhanced Police Investigations	electronic MCM system for British Columbia, as well as compatibility with cross-Canada systems, be reviewed as part of the consultation on MCM standards set out above.		LINKAGE WITH BC POLICING PLAN
57	Policing Reforms / Enhanced Police Investigations	8.5 That Provincial Government take active steps to support the development of a National DNA Missing Persons Index and to assist in overcoming the impasse on outstanding concerns over its creation and operationalization.	JSB with links to PSPB.	<p><b>Policy Implications:</b> Privacy issues and resources are barriers to development of full Missing Persons Index.</p> <p><b>Scope:</b></p> <p><b>Cost:</b> Nil</p> <p><b>Supported:</b> Yes</p>
58	Policing Reforms / Regional Policing and Accountability	9.1 That Provincial Government commit to establishing a Greater Vancouver police force through a consultative process with all stakeholders.	PSPB	<p><b>Policy Implications:</b> Needs to be viewed with 9.2.</p> <p><b>Cost:</b> Fiscal Years: 13/14 and beyond</p> <p><b>Range:</b> Primarily operational; capital for</p> <p><b>Supported?</b> Yes to the combined recommendation.</p> <p>LINKAGE WITH BC POLICING PLAN</p>
59	Policing Reforms / Regional Policing and Accountability	9.2 That Provincial Government establish an independent expert committee to develop a proposed model and implementation plan for a Greater Vancouver police force.	PSPB	<p>See response to 9.1.</p> <p>LINKAGE WITH BC POLICING PLAN</p>
60	Policing	10.1 That the Director of Police Services	PSPB	See response to 8.2.



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
	Reforms / Regional Policing and Accountability	mandate provincial standards for multi-jurisdictional and multi-agency investigations to be incorporated into the provincial MCM standards referred to in recommendation 8.2.		LINKAGE WITH BC POLICING PLAN
61	Policing Reforms / Regional Policing and Accountability	10.2 That the Director of Police Services consult with the BC Association of Police Chiefs and the RCMP to create a protocol or framework for multi-jurisdictional major case investigations to ensure the timely and seamless implementation of multi-agency teams, including a provision for an independent panel to resolve disputes regarding when the protocol should be triggered.	PSPB	See response to 8.2.  LINKAGE WITH BC POLICING PLAN
62	Policing Reforms / Regional Policing and Accountability	10.3 That Provincial Government commit to moving expeditiously to implement a regional Real Time Crime Centre.	PSPB	<p><b><u>Policy Implications:</u></b></p> <p><b><u>Cost:</u></b> Funding formula under discussion. Average annual operating costs estimated at \$13.3 million for FY 13/14 to FY 17/18. Fiscal Years: 13/14 and beyond Range: \$13.3 million to \$17 million. Operational Note that the Board of Governors have not yet met to determine how those costs might be apportioned amongst the Provincial, Federal and Municipal partners. <b><u>Supported:</u></b> Yes, subject to funding. LINKAGE WITH BC POLICING PLAN</p>
63	Policing Reforms / Regional Policing and Accountability	11.1 That the accountability structure for the Greater Vancouver police force incorporate a holistic approach that provides oversight on both an individual and systemic level and is fully responsive	PSPB	<p><b><u>Policy Implications:</u></b> Presupposes the successful identification and implementation of regionalized services in the Lower Mainland. <b><u>Scope:</u></b> Dependent on recommendations 9.1 and 9.2. <b><u>Cost:</u></b> See related 9.1 for cost estimate.</p>



**Missing Women Commission of Inquiry  
Recommendations – For Minister information**

#	Theme / MWI Heading	MWI Recommendation	Responsible	Comments
		and responsible to the communities it serves.		<b>Supported?</b> Yes, subject to successful completion of recommendations 9.1 and 9.2.
64	Policing Reforms / Regional Policing and Accountability	11.2 That the Police Act be amended to provide that the Mayor is an ex officio member of the Board, but has no voting authority.	PSPB	<p><b>Policy Implications:</b> Currently the Mayor can only vote in the event of a tie. There is a longstanding debate about this issue. Police board training is under review. If changes are made to the governance structure, training would also be impacted.</p> <p><b>Scope:</b></p> <p><b>Cost:</b> See related 4.6 for cost estimate.</p> <p><b>Supported?</b> Needs more analysis – likely involves an</p> <p>LINKAGE WITH BC POLICING PLAN</p>
65	Policing Reforms / Regional Policing and Accountability	11.3 That additional steps need to be taken to ensure representation of vulnerable and marginalized members and Aboriginal peoples on police boards.	PSPB	<p><b>Policy Implications:</b> Would likely require a</p> <p><b>Scope:</b></p> <p><b>Cost:</b></p> <p>Fiscal Years: 13/14 and beyond</p> <p>Range: Primarily operational; capital for Includes cost of related recommendation 11.4.</p> <p><b>Supported?</b> Needs more analysis.</p> <p>LINKAGE WITH BC POLICING PLAN</p>
66	Policing Reforms / Regional Policing and Accountability	11.4 That police boards have access to greater resources from the Division of Police Services to gather and analyze information to enable them to better carry out their oversight functions.	PSPB	<p><b>Policy Implications:</b> There is merit to the idea of police boards having access to resources.</p> <p><b>Scope:</b></p> <p><b>Cost:</b> See related 11.3 for cost estimate.</p> <p><b>Supported?</b> Need more information but achievable</p>



**MINISTRY OF JUSTICE**  
**“FORSAKEN: THE REPORT OF THE MISSING WOMEN**  
**COMMISSION OF INQUIRY”**

**SPEAKING NOTES**  
**DECEMBER 3, 2012**

- At the November 21 Cabinet meeting, I tabled the Missing Women Inquiry Report, in accordance with the Public Inquiry Act. At that meeting, Cabinet approved the report for release in its entirety.
- The report is currently being printed and an Information Bulletin has been released to that effect and it also indicated that the goal is to release the report in mid-December.
- s.12
- My Ministry has conducted a preliminary review and analysis of the report and its 66 recommendations.
- s.12
- The report acknowledges the terrible tragedy of the missing and murdered women.
- There were critical and systemic police failures noted.
- No formal findings of misconduct are made.

- While the Commissioner's mandate allowed him to inquire into the Crown's 1998 decision to stay charges against Robert Pickton, he was not authorized to comment on whether he agreed or disagreed with the decision. He cannot, at law, second guess prosecutorial discretion. The Commissioner found that the Crown's decision was made with integrity, but that communication with the victim was not well maintained or her vulnerability as a witness accommodated.
- The recommendations fall into five major themes:
  1. Healing and Reconciliation; and Legacy
  2. Policing Reforms
  3. Crown Policy and Practices
  4. Missing Persons Response and Community Engagement
  5. Services and Supports
- First and foremost, I want to acknowledge the terrible tragedy of the missing and murdered women. The Commission's report is about the story of these women and what happened, and its recommendations are designed as a blueprint for building a legacy of safety and security for vulnerable women.
- Government's initial response must be respectful to the families of victims, as well as honouring the memory of the missing and murdered women.



s.12

- We are aiming for a December 17, 2012 public release. Until that time, the report remains embargoed as per the Public Inquiry Act.

s.12

s.12





## Ministry of Justice

### Missing Women Commission of Inquiry

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**Recommendation Summary:**

24 hour emergency services and support for women in the sex trade.

**Wording of MWCI Recommendation:**

To provide funding to existing centres that provide emergency services to women engaged in the sex trade to enable them to remain open 24 hours per day.

**Program Action / Response:**

- It is essential that society's most vulnerable women are able to access support services in their community.
- The Ministry funds the WISH organization in the Downtown Eastside to operate an after-hours van that provides information and support to women working in the sex trade between 10:30 pm and 5:30 am, seven nights a week. The Ministry provides \$200K in annual funding to this initiative, which serves a particularly vulnerable group of sex trade workers.
- The Ministry also funds VictimLink BC, a toll-free, province-wide, multi-lingual help and information line that operates 24 hours a day, seven days a week. VictimLink BC provides information and referral services for victims of crime and immediate crisis support for victims of family and sexual violence in more than 100 languages, including 17 Aboriginal languages.
- There may be opportunities to leverage other community resources to provide emergency services to women engaged in the sex trade 24 hours a day. Police and ambulance services are, of course, already available 24 hours a day, and there may be other options including strengthening the relationships of service providers with local hospitals/medical facilities as well as other services that provide support to women who have experienced violence. We will give some consideration to these options and also engage with the Ministry of Health on this.

Response Theme:	Services and Supports
MWCI Theme:	Immediate Attention
Branch Contact:	Taryn Walsh, Executive Director, CSCPB, 604-660-3869



**Recommendation Summary:**

Highway 16 safer travel options (not a formal recommendation, as outside the terms of reference). It is one of two actions that the Commissioner urges government to commit to immediately.

**Wording of MWCI Recommendation:**

To develop and implement an enhanced public transit system to provide a safer travel option connecting the Northern communities, particularly along Highway 16.

**Program Action / Response:**

- Government lead for responding is Ministry of Transportation and Infrastructure.
- Links to MWCI recommendation 6.1, that the Provincial Government support implementation of Highway of Tears Symposium action plan. The Symposium recommended a shuttle bus system be established along Highway 16.
- Links to a 2012 UBCM Resolution to petition government to implement this symposium recommendation by establishing and funding a shuttle bus service along Highway 16. The Resolution was referred by UBCM to the Area Association, as it is a regional matter.
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s.13

Response Theme:	Healing and Reconciliation; and Legacy
MWCI Theme:	Immediate Attention
Branch Contact:	Lisa Howie, Director, CPPO, 250-387-4774; Greg Gilks, Executive Director, MoTI, 250-387-0882

**Recommendation Summary:**

Appointment of advisors to consult with affected parties regarding public acknowledgement.

**Wording of MWCI Recommendation:**

That Provincial Government appoint two advisors, including one Aboriginal Elder, to consult with all affected parties regarding the form and content of the apologies and other forms of public acknowledgement required as a first step in the healing and reconciliation process.

**Program Action / Response:**

- Creation of an Advisory Committee to help inform government's actions on the report is recommended (in response to recommendation 12.1 that the Provincial Government appoint an independent advisor as a champion for the implementation). It would be chaired by a respected, prominent individual.
- There is potential that this Advisory Committee could also provide advice and expertise to government regarding other recommendations related to advisors, governance matters and community issues.

Response Theme:	Healing and Reconciliation; and Legacy
MWCI Theme:	Restorative Measures
Branch Contact:	Lisa Howie, Director, CPPO, 250-387-4774



**Recommendation Summary:**

Compensation fund for victim's children.

**Wording of MWCI Recommendation:**

That Provincial Government establish a compensation fund for the children of the missing and murdered women.

**Program Action / Response:**

- We know the importance of providing support to people who have lost loved-ones to crime, especially under these awful circumstances.
- The Ministry funds a network of over 160 victim service programs across British Columbia that can provide services and supports to victims of crime and their families.
- In addition, there are supports currently available for children who have lost their loved ones through the provincial Crime Victim Assistance Program. For example, children are eligible for:
  - counselling (and associated prescription medication costs),
  - transportation expenses to attend counselling (if they live far away),
  - loss of parental guidance (for minor children), and
  - memorial or funeral costs.
- All told, the Province has provided approximately \$1.44 million in crime victim assistance benefits to the families of missing and murdered women in the Pickton case.
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s.13

Response Theme:	Healing and Reconciliation; and Legacy
MWCI Theme:	Restorative Measures
Branch Contact:	Taryn Walsh, Executive Director, CSCPB, 604-660-3869

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**Recommendation Summary:**

Healing fund for families.

**Wording of MWCI Recommendation:**

That Provincial Government establish a healing fund for families of the missing and murdered women. These funds should be accessed through an application process pursuant to established guidelines.

**Program Action / Response:**

- It is important to support people who have lost loved-ones to crime, especially under these tragic circumstances.
- The Ministry does have supports currently available for family members who have lost their loved ones through our provincial Crime Victim Assistance Program. For example, families are eligible for:
  - counselling (and associated prescription medication costs),
  - transportation expenses to attend counselling (if they live far away),
  - bereavement leave,
  - loss of parental guidance (for minor children), and
  - memorial or funeral costs.

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s.13

Response Theme:	Healing and Reconciliation; and Legacy
MWCI Theme:	Restorative Measures
Branch Contact:	Taryn Walsh, Executive Director, CSCPB, 604-660-3869



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**Recommendation Summary:**

The appointment of advisors to consult with affected parties regarding reconciliation.

**Wording of MWCI Recommendation:**

That Provincial Government appoint two advisors, including one Aboriginal Elder, to consult with all affected parties regarding the structure and format of this facilitated reconciliation process and to consider mechanisms for funding it. These consultations and recommendations could be undertaken together with recommendation 3.1.

**Program Action / Response:**

- Creation of an Advisory Committee to help inform government's actions on the report is recommended (in response to recommendation 12.1 that the provincial government appoint an independent advisor as a champion for the implementation). It would be chaired by a respected, prominent individual.
- There is potential that this Advisory Committee could also provide advice and expertise to government regarding this recommendation for two advisors to be appointed.
- Links with recommendations 12.1; and 3.1.

Response Theme:	Healing and Reconciliation; and Legacy
MWCI Theme:	Restorative Measures
Branch Contact:	Lisa Howie, Director, CPPO, 250-387-4774

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**Recommendation Summary:**

Equality audits of police forces.

**Wording of MWCI Recommendation:**

That the Minister of Justice direct the Director of Police Services to undertake equality audits of police forces in British Columbia with a focus on police duty to protect marginalized and Aboriginal women from violence. These audits should be carried out by an external agency *and* with meaningful community involvement.

**Program Action / Response:**

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s.13

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- Previous audits of a similar nature (e.g. Wood Review of Police Complaints) were conducted by Police Services Division staff working under the direction of an external lead reviewer and stakeholder advisory group.

Response Theme:	Policing Reforms
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532



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**Recommendation Summary:**

Policing standard – promoting equality.

**Wording of MWCI Recommendation:**

That Provincial Government set a provincial standard establishing that police officers have a general and binding duty to promote equality and to refrain from discriminatory policing.

**Program Action / Response:**

- Amendments to section 40 of the *Police Act* have already been made which provide the authority for the Director of Police Services to create policing standards regarding police training, use of force, places of detention, and equipment and supplies to be used in relation to policing and law enforcement. s.13

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s.13, s.14

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Response Theme:	Policing Reforms
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Crown policy on equality.

**Wording of MWCI Recommendation:**

That the Provincial Government amend the BC Crown Policy Manual to explicitly include equality as a fundamental principle to guide Crown Counsel in performing their functions.

**Program Action / Response:**

- The Criminal Justice Branch will review its policies, including policies that guide the exercise of prosecutorial discretion, to ensure that equality is recognized as a fundamental principle.

Response Theme:	Crown Policy and Practices
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Brian Rendell, Director , CJB, 250-953-4798



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**Recommendation Summary:**

Crown Vulnerable Women Assault Policy.

**Wording of MWCI Recommendation:**

That the Provincial Government develop and implement a Crown Vulnerable Women Assault Policy to provide guidance on the prosecution of crimes of violence against vulnerable women, including women engaged in the sex trade.

**Program Action / Response:**

- Current Crown policy identifies that providing assistance to victims of crime is an important function of justice system personnel (Policy: VIC 1) and that Crown Counsel should develop strategies to assist reluctant and vulnerable witnesses (Policy: SEX 1).
- The Criminal Justice Branch will review its policies in light of the Commissioner's Report and Recommendations to ensure meaningful policy guidance for Crown Counsel that addresses the Commissioner's concerns.

Response Theme:	Crown Policy and Practices
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Brian Rendell, Director, CJB, 250-953-4798

**Recommendation Summary:**

Crown policy – impartiality.

**Wording of MWCI Recommendation:**

That Provincial Government adopt a policy statement in the BC Crown Policy Manual requiring that a prosecutor's evaluations of how strong the case is likely to be when presented at trial should be made on the assumption that the trier of fact will act impartially and according to the law.

**Program Action / Response:**

- Crown Charge Assessment policy (Policy: CHA 1), as with all Criminal Justice Branch policies, has been drafted and already operates based on an appreciation and application of this fundamental principle.
- However, the Criminal Justice Branch will review its policies to ensure that the importance of the principle is made express and conveyed to all readers of this public document, which would include Crown Counsel.

Response Theme:	Crown Policy and Practices
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Brian Rendell, Director, CJB, 250-387-3840



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**Recommendation Summary:**

Police duty to warn.

**Wording of MWCI Recommendation:**

That Provincial Government direct the Director of Police Services to consult with the BC Association of Municipal Chiefs of Police, the RCMP and community representatives to recommend the wording of a statutory provision on the legal duty to warn and a protocol on how it should be interpreted and applied.

**Program Action / Response:**

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s.13, s.14, s.16

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- Police Services Division will assume lead responsibility for this recommendation.

Response Theme:	Policing Reforms
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Police communication strategies for the issuance of warnings.

**Wording of MWCI Recommendation:**

That police forces work with local communities to develop communication strategies for the issuance of warnings that ensure the message is conveyed to community members who are most at risk of the specific threat.

**Program Action / Response:**

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s.13, s.16

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Response Theme:	Policing Reforms
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532



**Recommendation Summary:**

Fund three research projects on aspects and treatment of vulnerable witnesses.

**Wording of MWCI Recommendation:**

That Provincial Government fund three law reform research projects on aspects of the treatment of vulnerable and intimidated witnesses:

- The effects of drug and alcohol use on memory and how to support those experiencing dependency or addiction to provide testimony;
- Police, counsel and the judiciary's bias and perceptions of credibility of people with drug additions or who are engaged in the survival sex trade; and
- Potential changes to the law of evidence to better allow vulnerable witnesses, including those who have been sexually assaulted, those suffering from addictions, and those in the sex industry, to take part in court processes.

**Program Action / Response:**

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s.13, s.16, s.17

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## Missing Women Commission of Inquiry

***Confidential***

**MWCI #4.8**

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Response Theme:	Services and Supports
MWCI Theme:	Equality– Promoting Measures
Branch Contact:	Jacquie Nelson, Director, JSB, 250-387-5004



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**Recommendation Summary:**

Support for vulnerable and intimidated witnesses

**Wording of MWCI Recommendation:**

That Provincial Government develop guidelines to facilitate and support vulnerable and intimidated witnesses by all actors within the criminal justice system based on the best practices identified by the Commission through its review of protocols and guidelines existing in other jurisdictions.

**Program Action / Response:**

- It is important that society's most vulnerable are protected and supported by the justice system.
- Our government is actively pursuing justice reforms that will ultimately create safer communities and more timely justice for victims and all participants.
- Discussion about how we can improve justice for all victims is always welcome.
- Staff will examine existing services and guidelines to enhance support to victims and intimidates witnesses, including an assessment of court support services provided by Victim Services.

Response Theme:	Services and Supports
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Taryn Walsh, Executive Director, CSCPB, 604-660-3869

**Recommendation Summary:**

Police – performance measurement framework.

**Wording of MWCI Recommendation:**

That police forces integrate into training, performance standards, and performance measurement the ability of police officers to develop and maintain community relationships, particularly with vulnerable members of the community who are often at risk of being treated unequally in the delivery of public services.

**Program Action / Response:**

- This recommendation requires thorough analysis.

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s.13, s.16

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Response Theme:	Policing Reforms
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532



**Recommendation Summary:**

Police – communication and collaboration..

**Wording of MWCI Recommendation:**

That the BC Association of Municipal Chiefs of Police and the RCMP establish a working group to develop a best practices guide for the establishment and implementation of formal discussion mechanisms to facilitate communication and collaboration that transcends the institutional hierarchy within a police agency.

**Program Action / Response:**

- This recommendation requires further analysis.
- There may already be some structures in place that could facilitate this type of working group (e.g. s.13

Response Theme:	Policing Reforms
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Police training to enhance the delivery of policing services to Aboriginal persons and vulnerable community members.

**Wording of MWCI Recommendation:**

That police officers be required to undergo mandatory and ongoing experiential and interactive training concerning vulnerable community members:

- Active engagement in overcoming biases, rather than more passive sensitivity training (sometimes called anti-oppression training);
- More intensive and ongoing training in the history and current status of Aboriginal peoples in the province and in the specific community, particularly with respect to the ongoing effects of residential schools and the child welfare system;
- Training and resources to make prevention of violence against Aboriginal women a genuine priority;
- Training to ensure an understanding of violence against women in a range of settings including family violence, child sexual exploitation and violence against women in the sex trade; in particular, the scenarios used in police training should incorporate issues of cultural sensitivity and violence against women; and
- Training in recognizing the special needs of vulnerable individuals and how to meet those needs, including recognition of a higher standard of care owed by the police to these individuals.

**Program Action / Response:**

- Some training has been developed for police at the national and provincial levels that would address Oppal's recommendation but there is no mandatory standard for the training.

s.13, s.16

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Response Theme:	Policing Reforms
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

This recommendation is to the Police Complaint Commissioner.

**Wording of MWCI Recommendation:**

That the Police Complaint Commissioner, working with police forces across the province, take steps to develop, promote and refine informal methods of police discipline, particularly in marginalized communities such as the DTES and with Aboriginal communities.

**Program Action / Response:**

- This recommendation is to the Police Complaints Commissioner, which as an independent Office of the Legislature, operates completely independent of police, government agencies and political parties.

Response Theme:	Policing Reforms
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Lisa Howie, Director, CPPO, 250-387-4774



**Recommendation Summary:**

Provincial Government should engage with the RCMP in order to bring them into the provincial complaints process.

**Wording of MWCI Recommendation:**

That Provincial Government engage with the RCMP in order to bring them into the provincial complaints process.

**Program Action / Response:**

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s.13, s.14

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- There is a Bill before the House of Commons that addresses many of the concerns around the RCMP complaint process that may resolve some of these issues.

Response Theme:	Policing Reforms
MWCI Theme:	Equality – Promoting Measures
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Evaluation of the Sister Watch project.

**Wording of MWCI Recommendation:**

That SisterWatch be evaluated to provide a basis for further refinements and with a view to establishing best practices for meaningful police-community partnerships; and that these best practices be shared with other police forces to encourage them to develop and maintain ongoing, collaborative community forums.

**Program Action / Response:**

- According to the Vancouver Police Department website, “The Sister Watch Project is a multi-faceted operation designed to combat violence against women in the Downtown Eastside and make the community safer for everyone who lives and works there.”
- This recommendation is to the Vancouver Police Department.

Response Theme:	Policing Reforms
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contact:	Lisa Howie, Director, CPPO, 250-387-4774

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**Recommendation Summary:**

Living in Community Action Plan implementation.

**Wording of MWCI Recommendation:**

That all entities with proposed responsibilities under the Living in Community Action Plan commit to these priority actions that together form a strong basis for enhancing the safety of women engaged in the survival sex trade.

**Program Action / Response:**

- The Living in Community Project is a community-based collaborative project established in 2004 focused on issues associated with child and youth sexual exploitation, and adult sex work in Vancouver. It is guided by a 16-person steering committee representing the community, business and government organizations.
- Its 2007 Action Plan contains 27 recommendations, many reflected in the Commission's report, including to the community, police, Crown, the City, and the Province. **s.13**
- Justice Ministry staff (CSCPB) are participants in this ongoing collaborative work.

Response Theme:	Services and Supports
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contacts:	Lisa Howie, Director, CPPO, 250-387-4774 Taryn Walsh, Executive Director, CSCPB, 604-660-3869



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**Recommendation Summary:**

Community engagement to develop strategies to enhance the safety of vulnerable women.

**Wording of MWCI Recommendation:**

That other communities be encouraged to undertake the type of collaborative community engagement strategy employed by Living in Community to develop an integrated strategy for enhancing the safety of women engaged in the survival sex trade.

**Program Area / Response:**

- Links to recommendation 5.2 recommending that entities with proposed responsibilities under the Living in Community Action Plan Project should commit to the actions.
- Living in Community is a community-based collaborative project established in 2004 focused on issues associated with child and youth sexual exploitation, and adult sex work in Vancouver. It is guided by a 16-person steering committee representing the community, business and government organizations.
- Its 2007 Action Plan contains 27 recommendations, many reflected in the Commission's report, including to the community, police, Crown, the City, and the Province. s.13
- Justice Ministry staff (CSCPb) are participants in this ongoing collaborative work.

Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contacts:	Lisa Howie, Director, CPPO, 250-387-4774 and Taryn Walsh, Executive Director, CSCPb, 604-660-3869

**Recommendation Summary:**

Fund additional Sex Trade Liaison Officers in the Lower Mainland.

**Wording of MWCI Recommendation:**

That Provincial Government fund additional full-time Sex Trade Liaison Officer positions in the Lower Mainland.

**Program Action / Response:**

- There is currently one full time Sex Trader Liaison Office position in the Lower Mainland funded out of the Provincial force budget.

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s.13, s.16

Response Theme:	Policing Reforms
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Funding for community-based liaison positions.

**Wording of MWCI Recommendation:**

That the City of Vancouver create and fund two community-based liaison positions to be filled by individuals who have experience in the survival sex trade.

**Program Action / Response:**

- This recommendation is to the City of Vancouver.

- s.13, s.16

Response Theme:	Services and Supports
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contacts:	Lisa Howie, Director, CPPO, 250-387-4774 Taryn Walsh, Executive Director, CSCPB, 604-660-3869



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**Recommendation Summary:**

Needs assessment for an Aboriginal police and community liaison society.

**Wording of MWCI Recommendation:**

That Provincial Government undertake a community consultation, needs assessment and feasibility study concerning the re-establishment of an independent society comparable to the former Vancouver Police Native Liaison Society.

**Program Action / Response:**

- The former Vancouver Police and Native Liaison Society co-located Aboriginal outreach workers with two police constables from the Vancouver Police Department to provide outreach with the Aboriginal community and refer them to the police force or other social service agencies.

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s.13

Response Theme:	Policing Reforms
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contact:	Taryn Walsh, Executive Director, CSCP, 604-660-3869

**Recommendation Summary:**

Vancouver Police Department should establish a position of Aboriginal Liaison Officer.

**Wording of MWCI Recommendation:**

That the Vancouver Police Department establish a position of Aboriginal Liaison Officer whose responsibilities would include assisting Aboriginal persons in their interactions with the Missing Persons Unit.

**Program Action / Response:**

- Although this recommendation is directed to the Vancouver Police Department, interactions between the public and missing persons units is potentially a Provincial issue with application beyond Aboriginal persons.

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s.13, s.16

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Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Sex Work Enforcement Guidelines.

**Wording of MWCI Recommendation:**

That all police forces in British Columbia consider developing and implementing guidelines on the model of the Vancouver Police Department's Sex Work Enforcement Guidelines in consultation with women engaged in the sex trade in their jurisdiction.

**Program Action / Response:**

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- s.13, s.16

Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532



**Recommendation Summary:**

Reduce court warrants for minor offences.

**Wording of MWCI Recommendation:**

That the City of Vancouver and the Vancouver Police Department take proactive measures to reduce the number of court warrants issued for minor offences by:

- Reducing the number of tickets issued and charges laid for minor offences;
- Developing guidelines to facilitate greater and more consistent use of police discretion not to lay charges; and
- Increasing the ways in which failures to appear can be quashed early in the judicial process.

**Program Action / Response:**

- This recommendation is to the City of Vancouver and the Vancouver Police Department.

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s.13, s.16

Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contact:	Lisa Howie, Director, CPPO, 250-387-4774

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**Recommendation Summary:**

Increase use of diversionary or alternative measures.

**Wording of MWCI Recommendation:**

That courts consider making increased use of diversionary or alternative measures to deal with bench warrants and breaches of conditions. This is in light of the barriers that outstanding warrants have on the ability of vulnerable women who are victims of violent crime to access police services. And that proactive steps be taken to assist women to clear outstanding warrants.

**Program Action / Response:**

- It appears this recommendation is to address the issue of some women being reluctant to come forward with information to police regarding an investigation, as they themselves had outstanding warrants and feared arrest.

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s.13

Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contact:	Lisa Howie, Director, CPPO, 250-387-4774

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**Recommendation Summary:**

Police discretion in enforcing warrants.

**Wording of MWCI Recommendation:**

That the Minister of Justice consult with the judiciary, police and community representatives to develop a protocol providing the police with the discretion not to enforce a warrant in a circumstance where a sex trade worker is attempting to report a violent crime.

**Program Action / Response:**

- Ministry staff will review this recommendation, as part of its review of recommendation 5.10 (which recommends the increased use of diversionary or alternative measures).
- This relates to enforcement practices. s.13

Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contact:	Lisa Howie, Director, CPPO, 250-387-4774



**Recommendation Summary:**

Establish a working group to enhance legislative protection for exploited women.

**Wording of MWCI Recommendation:**

That the Minister of Justice establish a working group to develop options for enhanced legislative protection for exploited women. The working group should include representatives of sex workers, community-based organizations providing support to and advocacy for women engaged in the sex trade, Aboriginal women's organizations, police agencies and the Crown Counsel Association.

**Program Action / Response:**

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s.13

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- British Columbia will conduct an internal review of literature, legislation and proposals that have already emerged from past consultations and reports from community-based organizations representing sex workers and Aboriginal women.

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s.13

Response Theme:	Services and Supports
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contact:	Jacque Nelson, Director, JSB, 250-387-5004

**Recommendation Summary:**

Protocol on additional measures to monitor high-risk offenders.

**Wording of MWCI Recommendation:**

That the BC Association of Municipal Chiefs of Police and the RCMP, with support from the Director of Police Services, should develop a protocol containing additional measures to monitor high-risk offenders, including recommendations for the efficient and timely sharing of information.

**Program Action / Response:**

- This recommendation requires further analysis and could be linked to existing protocols.
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- s.13, s.15, s.16
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Response Theme:	Policing Reforms
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Develop a voluntary registration/warning program and protocol.

Note: This recommendation appears in the body of the report but it was not listed in the summary section of recommendations. Hence, the Commission's report does not assign a recommendation number to it.

**Wording of MWCI Recommendation:**

That a voluntary registration/warning program and protocol be developed in consultation with vulnerable women through a process that ensures informed consent, guarantees privacy, and allows the woman to retain control over all private information. A voluntary registration/warning program and protocol should be developed through a transparent, collaborative consultation process as part of an overarching strategy of measures to enhance the safety and security of women engaged in the survival sex trade.

**Program Action / Response:**

- A voluntary registration/warning program would allow women to sign agreements giving police access to private information (e.g. health records) if she goes missing.
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- We will review existing models of voluntary registration programs to determine what may be best suited to communities in British Columbia.

s.13, s.16

Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Enhance Safety of Vulnerable Urban Women Measures
Branch Contact:	Jacquie Nelson, Director, JSB, 250-387-5004



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**Recommendation Summary:**

Implement Highway of Tears recommendations from the 2006 symposium.

**Wording of MWCI Recommendation:**

That Provincial Government fully support the implementation of The Highway of Tears Symposium action plan, updated to the current situation and in a manner that ensures involvement of all affected communities along Highway 16.

**Program Action / Response:**

- In September of this year, the RCMP announced that they had solved one of the historical Highway of Tears cases.
- The Government has taking action to address safety issues along the Highway of Tears.
  - Since 2005, the Province has spent approximately \$20 million on this investigation and currently spends approximately \$5 million per year (Project E-PANA).
  - In March of 2012, the Ministry provided \$250,000 in Civil Forfeiture proceeds to Carrier Sekani Family Services to undertake a project to raise awareness of the dangers of hitchhiking and build capacity to address community safety and prevent violence against women along the Highway of Tears.
  - The Ministry also provided almost \$2.5 million this year in funding for victim services and violence against women counselling and outreach programs in the Highway of Tears region.
- The Highway of Tears Governing Body is currently reviewing these recommendations to assess which have been implemented, which are no longer relevant and which are outstanding and recommended for consideration. Once this review is complete, Ministry staff will carefully consider the specific recommendations.

Response Theme:	Services and Supports
MWCI Theme:	Prevention of Violence Against Aboriginal and Rural Women Measures
Branch Contact:	Taryn Walsh, Executive Director, CSCPB, 604-660-3869

**Recommendation Summary:**

Community consultation and pilot project for vulnerable Aboriginal youth.

**Wording of MWCI Recommendation:**

That Provincial Government fund a community consultation process led by Aboriginal organizations to develop and implement a pilot project designed to ensure the safety of vulnerable Aboriginal youth during the rural-urban transition.

**Program Action / Response:**

- There are vulnerabilities among Aboriginal youth who move from small, rural communities to larger urban centres.
- It is important that these youth are aware of potential dangers and are equipped with the necessary information to ensure their safety.

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s.13

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Response Theme:	Services and Supports
MWCI Theme:	Prevention of Violence Against Aboriginal and Rural Women Measures
Branch Contact:	Taryn Walsh, Executive Director, CSCPB, 604-660-3869

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**Recommendation Summary:**

Funding to address violence on reserves.

**Wording of MWCI Recommendation:**

That Provincial Government provide additional funding to Aboriginal women's organizations to create programs addressing violence on reserves, so that fewer women and youth are forced to escape to urban areas.

**Program Action / Response:**

- Programs and services to address violence on reserves are a Federal Government responsibility.

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s.13, s.16

Response Theme:	Services and Supports
MWCI Theme:	Prevention of Violence Against Aboriginal and Rural Women Measures
Branch Contact:	Jacquie Nelson, Director, JSB, 250-387-5004



**Recommendation Summary:**

Funding to provide more safe houses and counselling programs for Aboriginal women and youth.

**Wording of MWCI Recommendation:**

That Provincial Government provide additional funding to Aboriginal women's organizations to provide more safe houses and counselling programs run for and by Aboriginal women and youth.

**Program Action / Response:**

- Effective November 1, 2012, the Aboriginal Management Housing Association (AMHA) assumed responsibility for administering all existing housing program agreements between BC Housing and Aboriginal service providers in British Columbia. BC Housing and AMHA are best situated to respond to the issue of funding of safe houses run by Aboriginal organizations.
- Each year, the Province provides over \$30 million to support transition houses for women and children fleeing violence.

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s.13

- The Ministry currently provides counselling supports for women who have been the victims of relationship violence, sexual abuse or childhood abuse. Stopping the Violence Counselling programs are available in communities across the province and can be accessed through our VictimLink BC 1-800 number.
- Additionally, victims of crime are eligible for counselling benefits through the Crime Victim Assistance Program. This includes one-on-one counselling with a registered clinical counsellor for those that are eligible.

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s.13

## Missing Women Commission of Inquiry

***Confidential***

**MWCI # 6.4**

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Response Theme:	Services and Supports
MWCI Theme:	Prevention of Violence Against Aboriginal and Rural Women Measures
Branch Contact:	Taryn Walsh, Executive Director, CSCPB, 604-660-3869

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**Recommendation Summary:**

Funding of a research project on the entry of young women into the sex trade as well as developing an action plan to support their exiting.

**Wording of MWCI Recommendation:**

That Provincial Government fund a collaborative action research project on the entry of young women into the sex trade, especially Aboriginal women who are often homeless during the transition from reserves or foster homes to urban centres, and to develop an action plan to facilitate and support exiting the survival sex trade.

**Program Action / Response:**

- The issue of sex trade work touches on a number of Ministries across government and there is a need to have supports available for young women who are engaged in the sex trade to have options for exiting.
- s.16
- The Civil Forfeiture Grants that were announced in November include a dedicated stream of funding for human trafficking and sexual exploitation. s.13

Response Theme:	Services and Supports
MWCI Theme:	Prevention of Violence Against Aboriginal and Rural Women Measures
Branch Contact:	Taryn Walsh, Executive Director, CSCPB, 604-660-3869



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**Recommendation Summary:**

Police standards - missing persons policies and practices.

**Wording of MWCI Recommendation:**

That the provincial standards be developed by the Director of Police Services with the assistance of a committee consisting of representatives of the BC Association of Municipal Police Chiefs, the RCMP, representatives of community and Aboriginal groups, and representatives of families of the missing and murdered women.

**Program Action / Response:**

- Amendments to section 40 of the *Police Act* have already been made which provide the authority for the Director to create these standards.
- Expertise to create policing standards exists within the Police Services Division. s.13
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- s.13, s.16
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- See recommendations 7.2, 7.3, and 7.4.

Response Theme:	Policing Reforms
MWCI Theme:	Improved Missing Person Policies and Practices
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Provincial missing persons standards should include 15 components.

**Wording of MWCI Recommendation:**

That proposed provincial missing persons standards include at least 15 components: Definition of “missing person”; Criteria for the acceptance of reports; Jurisdiction; Missing Person Risk Assessment Tool; Provincial Missing Person Reporting Form; Standards related to interaction with family/reportees; Initial steps – background information; Supervisory responsibility/quality control; Forensic evidence standards; Coroners’ Liaison; Monitoring outstanding missing person cases; Automatic annual review of unsolved cases; Closing missing person files; Prevention and intervention; and The role and authority of the BCPMPC.

**Program Action / Response:**

- Amendments to section 40 of the *Police Act* were made which provide the authority for the Director to create these standards.
- Expertise to create policing standards exists within the Police Services Division. s.13
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- s.13, s.16
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- See recommendations 7.1, 7.3, and 7.4.

Response Theme:	Policing Reforms
MWCI Theme:	Improved Missing Person Policies and Practices
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

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**Recommendation Summary:**

Provincial missing persons standards should require a proactive missing person process.

**Wording of MWCI Recommendation:**

That the provincial standards require a proactive missing persons process whereby police must take prevention and intervention measures including “safe and well” checks when an individual is found.

**Program Action / Response:**

- Amendments to section 40 of the *Police Act* were made which provide the authority for the Director to create these standards.
- Expertise to create policing standards exists within the Police Services Division. s.13
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- s.13, s.16
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- See recommendations 7.1, 7.2, and 7.4.

Response Theme:	Policing Reforms
MWCI Theme:	Improved Missing Person Policies and Practices
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532



**Recommendation Summary:**

Provincial missing persons standards should include best practice protocols for analysis, investigation, collaboration, data and training.

**Wording of MWCI Recommendation:**

That best practice protocols be established for: enhanced victimology analysis of missing persons; investigative steps in missing person cases; collaborative missing person investigations collection; storage and analysis of missing persons data; and training specific to missing person investigations.

**Program Action / Response:**

- Amendments to section 40 of the *Police Act* were made which provide the authority for the Director to create these standards.
- Expertise to create policing standards exists within the Police Services Division. s.13
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- s.13, s.16
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- See recommendations 7.1, 7.2, and 7.3.

Response Theme:	Policing Reforms
MWCI Theme:	Improved Missing Person Policies and Practices
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

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**Recommendation Summary:**

Establish a Provincial Partnership Committee on missing persons.

**Wording of MWCI Recommendation:**

That Provincial government establish a Provincial Partnership Committee on missing persons to facilitate the collaboration of key players in the ongoing development of best practice protocols for missing person cases. The Committee should be chaired by a senior government official and include representatives of the missing and murdered women's families, Aboriginal organizations, community groups, service providers, police, and Victim Services.

**Program Action / Response:**

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s.13, s.16

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- This work is relevant to the Aboriginal Justice initiative that is examining violence against Aboriginal women.

Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Improved Missing Person Policies and Practices
Branch Contact:	Jacque Nelson, Director, JSB, 250-387-5004

**Recommendation Summary:**

Provincial Government should establish an agency, independent of all police agencies, with oversight and analytic functions that is not an investigating entity.

**Wording of MWCI Recommendation:**

That Provincial Government establish an agency independent of all police agencies with the purposes to include co-ordinating information, identifying patterns, establishing base rates, checking on police investigations, ensuring accountability for linked inter-jurisdictional series, and warning the public. It should provide oversight and analytic functions, but it should not be an investigating entity.

**Program Action / Response:**

- This recommendation requires thorough analysis. Options should be considered as to

- s.13, s.16

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Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Improved Missing Person Policies and Practices
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532



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**Recommendation Summary:**

Provincial authorities should create and maintain a provincial missing person website.

**Wording of MWCI Recommendation:**

That provincial authorities create and maintain a provincial missing person website aimed at educating the public about the missing persons process and engaging them in proactive approaches to prevention and investigation.

**Program Action Response:**

- s.13, s.16
- In November 2012 a national website was launched that may meet this purpose ([www.MissingPersonsInformation.ca](http://www.MissingPersonsInformation.ca)). As well the police based website National Centre for Missing Persons and Unidentified Remains is scheduled to be operational in the near future. (<http://www.rcmp-grc.gc.ca/aboriginal-autochtone/mmaw-fada-eng.htm>).
- s.13, s.16
- See recommendations 7.8 and 7.11.

Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Improved Missing Person Policies and Practices
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

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**Recommendation Summary:**

Provincial authorities should create and maintain a provincial missing person 1-800 phone number.

**Wording of MWCI Recommendation:**

That provincial authorities establish a provincial 1-800 phone number for the taking of missing person reports and accessing case information.

**Program Action / Response:**

- Further analysis would be required.
- It is important that methods of reporting missing persons are clear and coordinated. A potential option may be s.13, s.16
- See recommendations 7.6, 7.7 and 7.11.

Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Improved Missing Person Policies and Practices
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Provide comprehensive support for families and friends of missing persons

**Wording of MWCI Recommendation:**

That provincial authorities develop an enhanced, holistic, comprehensive approach for the provision of support to the families and friends of missing persons. This should be based on a needs assessment carried out in consultation with the Provincial Partnership Committee on Missing Persons.

**Program Action / Response:**

- It is crucial that families and friends of missing persons are provided emotional support, and that it is provided in a way that responds to the unique circumstances of these types of cases.
- Victim services in this province are available to support families and friends of missing persons.
- The Ministry provides funding and support to over 160 police-based and community-based victim service programs. As well, there is a 24-hour multilingual victim crisis line (VictimLink BC) that can provide assistance and referrals.
- The Ministry is always interested and open to how we can improve upon our services.
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s.13

Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Improved Missing Person Policies and Practices
Branch Contact:	Taryn Walsh, Executive Director, CSCPB, 604-660-3869

**Recommendation Summary:**

Include the media as part of a Provincial Partnership Committee on missing persons.

**Wording of MWCI Recommendation:**

That representatives of the media be engaged in the provincial partnership initiative, which will develop a protocol on issues related to the role of the media in missing person investigations.

**Program Action / Response:**

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s.13

- This relates to recommendation 7.5 and should be combined with that response.

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s.13, s.16

Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Improved Missing Person Policies and Practices
Branch Contact:	Jacquie Nelson, Director, JSB, 250-387-5004



**Recommendation Summary:**

Provincial Partnership Committee should develop a proposal for either an enhanced BC Police Missing Persons Centre or to create an independent civilian-based agency to meet the needs of the public and reportees.

**Wording of MWCI Recommendation:**

That the Provincial Partnership Committee develop a proposal for either an enhanced BC Police Missing Persons Centre to meet additional responsibilities relating to the needs of members of the public and, in particular, reportees; or to create an independent civilian-based agency for this purpose.

**Program Action / Response:**

- Further analysis would be required.
- 
- s.13, s.16
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- See recommendations 7.6, 7.7 and 7.8.

Response Theme:	Missing Persons Response and Community Engagement
MWCI Theme:	Improved Missing Person Policies and Practices
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Provincial Government should enact missing persons legislation to grant speedy access to personal information of missing persons without unduly infringing on privacy rights.

**Wording of MWCI Recommendation:**

That Provincial Government enact missing persons legislation to grant speedy access to personal information of missing persons without unduly infringing on privacy rights. I recommend the adoption of single purpose legislation, as in Alberta and Manitoba, with a provision for a comprehensive review of the operation of the Act after five years.

**Program Action / Response:**

- **s.13, s.14** is required regarding this recommendation. Some work was done on this issue by the Ministry in the past.

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**s.13**

Response Theme:	Policing Reforms
MWCI Theme:	Enhanced Police Investigations
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Provincial Government should mandate to the use of Major Case Management for major crimes and Police Services Division should develop Major Case Management standards.

**Wording of MWCI Recommendation:**

That Provincial Government mandate the use of Major Case Management (MCM) for major crimes and that the Director of Police Services develop these MCM standards in consultation with the police community and through a review of best practices in other jurisdictions.

**Program Action / Response:**

- Amendments to section 40 of the *Police Act* have already been made which provide the authority for the Director to create these standards.
- Expertise to create policing standards exists within the Police Services Division. s.13
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- s.13, s.16
- 
- See recommendations 8.3 and 8.4.

Response Theme:	Policing Reforms
MWCI Theme:	Enhanced Police Investigations
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Police Services Division should mandate accountability under the Major Case Management standards including reporting, investigation and annual audits.

**Wording of MWCI Recommendation:**

That the Director of Police Services mandate accountability under the Major Case Management standards by requiring that police forces:

- Provide an explanation as to why Major Case Management was not used for a “major crime” in an annual report to the Director of Police Services;
- Notify the Director of Police Services of all “major crime” investigations that are not under active investigation and have remained open for more than one year. Upon receipt of such notification, the Director will appoint another police department to conduct an independent audit of the prior investigation and conduct such additional investigatory steps as it deems necessary, and report its finding to the Director and the originating police agency; and
- Conduct annual internal audits of a statistically valid random selection of Major Crime Management investigations to ensure proper compliance with the model.

**Program Action / Response:**

- Amendments to section 40 of the *Police Act* have already been made which provide the authority for the Director to create these standards. Section 42 of the *Police Act* provides the Director to conduct audits.
- Expertise to create policing standards and conduct audits exists within the Police Services Division. s.13
- s.13
- See recommendations 8.2 and 8.4.

Response Theme:	Policing Reforms
MWCI Theme:	Enhanced Police Investigations
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532



**Recommendation Summary:**

The consultation process for creating Major Case Management standards should include review of issues related to a single electronic Major Case Management system for British Columbia and cross-Canada systems.

**Wording of MWCI Recommendation:**

That issues related to a single electronic Major Case Management system for British Columbia, as well as compatibility with cross-Canada systems, be reviewed as part of the consultation on Major Case Management standards set out above.

**Program Action / Response:**

- Amendments to section 40 of the *Police Act* have already been made which provide the authority for the Director to create these standards.
- Expertise to create policing standards exists within the Police Services Division. s.13
- 
- s.13, s.16
- See recommendations 8.2 and 8.3.

Response Theme:	Policing Reforms
MWCI Theme:	Enhanced Police Investigations
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

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**Recommendation Summary:**

Develop a National DNA Missing Persons Index.

**Wording of MWCI Recommendation:**

That Provincial Government take active steps to support the development of a National DNA Missing Persons Index and to assist in overcoming the impasse on outstanding concerns over its creation and operationalization.

**Program Action / Response:**

- s.16
- There are three separate indices containing DNA profiles:
  - Human Remains (unidentified human remains);
  - Personal Effects of Missing Persons (voluntarily supplied but using guidelines and verification practices); and
  - Relatives of Missing Persons (voluntarily supplied, with measures to ensure active, informed consent).
- 
- s.13, s.16
- 

Response Theme:	Policing Reforms
MWCI Theme:	Regional Policing and Accountability
Branch Contact:	Jacquie Nelson, Director, JSB, 250-387-5004



**Recommendation Summary:**

Provincial Government should establish a Greater Vancouver police force through a consultative process with all stakeholders.

**Wording of MWCI Recommendation:**

That Provincial Government commit to establish a Greater Vancouver police force through a consultative process with all stakeholders.

**Program Action / Response:**

- Further analysis and consultation would be required.
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- See recommendations 9.2 and 11.1.

s.13, s.16

Response Theme:	Policing Reforms
MWCI Theme:	Regional Police Force
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532



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**Recommendation Summary:**

Provincial Government should establish an independent expert committee to develop a proposed model and implementation plan for a Greater Vancouver police force.

**Wording of MWCI Recommendation:**

That Provincial Government establish an independent expert committee to develop a proposed model and implementation plan for a Greater Vancouver police force.

**Program Action / Response:**

- Further analysis and consultation would be required.
- s.13, s.16
- See recommendations 9.1 and 11.1.

Response Theme:	Policing Reforms
MWCI Theme:	Regional Police Force
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Police - provincial Major Crimes Management standards.

**Wording of MWCI Recommendation:**

That the Director of Police Services mandate provincial standards for multi-jurisdictional and multi-agency investigations to be incorporated into the provincial Major Case Management standards referred to in recommendation 8.2.

**Program Action / Response:**

- Amendments to section 40 of the *Police Act* have already been made which provide the authority for the Director to create these standards.
- Expertise to create policing standards exists within the Police Services Division. s.13
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- s.13, s.16
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- See recommendations 10.2 and 8.2.

Response Theme:	Policing Reforms
MWCI Theme:	Effective Multi-Jurisdictional Policing
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

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**Recommendation Summary:**

Protocol framework for multi-jurisdictional major case investigations.

**Wording of MWCI Recommendation:**

That the Director of Police Services consult with the BC Association of Chiefs of Police and the RCMP to create a protocol for framework for multi-jurisdictional major case investigations to ensure the timely and seamless implementation of multi-agency teams, including a provision for an independent panel to resolve disputes regarding when the protocol should be triggered.

**Program Action / Response:**

- Amendments to section 40 of the *Police Act* have already been made which provide the authority for the Director to create these standards.
- Expertise to create policing standards exists within the Police Services Division. s.13
- 
- s.13, s.16
- 
- See recommendations 10.1 and 8.2.

Response Theme:	Policing Reforms
MWCI Theme:	Effective Multi-Jurisdictional Policing
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Provincial Government to implement regional Real Time Crime Centre.

**Wording of MWCI Recommendation:**

That Provincial Government commit to moving expeditiously to implement a regional Real Time Crime Centre.

**Program Action / Response:**

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s.13, s.15, s.16, s.17

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Response Theme:	Policing Reforms
MWCI Theme:	Effective Multi-Jurisdictional Policing
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532



**Recommendation Summary:**

An accountability structure for the Greater Vancouver police force should incorporate a holistic approach that provides oversight and is fully responsive and responsible to the communities.

**Wording of MWCI Recommendation:**

That the accountability structure for the Greater Vancouver police force incorporate a holistic approach that provides oversight on both an individual and systemic level and is fully responsive and responsible to the communities it serves.

**Program Action / Response:**

- This recommendation requires further analysis and would be contingent on the model developed as a result of recommendations 9.1 and 9.2.
- s.13
- See recommendations 9.1 and 9.2.

Response Theme:	Policing Reforms
MWCI Theme:	Increase Police Accountability to Communities
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Mayor is an ex officio member of the Police Board but has no voting authority.

**Wording of MWCI Recommendation:**

That the *Police Act* be amended to provide that the Mayor is an ex officio member of the Board, but has no voting authority.

**Program Action / Response:**

- s.14, s.13
- s.13, s.16

Response Theme:	Policing Reforms
MWCI Theme:	Increase Police Accountability to Communities
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Vulnerable and marginalized members and Aboriginal peoples should have representation on police boards.

**Wording of MWCI Recommendation:**

That additional steps need to be taken to ensure representation of vulnerable and marginalized members and Aboriginal peoples on police boards.

**Program Action / Response:**

- Further analysis would be required. s.13, s.16
- 

Response Theme:	Policing Reforms
MWCI Theme:	Increase Police Accountability to Communities
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532

**Recommendation Summary:**

Police boards should have access to greater resources from the Police Services Division.

**Wording of MWCI Recommendation:**

That police boards have access to greater resources from the Police Services Division to gather and analyze information to enable them to better carry out their oversight functions.

**Program Action / Response:**

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- s.13, s.16

Response Theme:	Policing Reforms
MWCI Theme:	Increase Police Accountability to Communities
Branch Contact:	Lynne McNally, Executive Director, PSPB, 604-660-2532



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**Recommendation Summary:**

Champion for the implementation of the recommendations.

**Wording of MWCI Recommendation:**

That Provincial Government appoint an independent advisor to serve as a champion for the implementation of the Commission's recommendations. This appointment should take effect within 12 weeks of release of the report.

**Program Action / Response:**

- Creation of an Advisory Committee to help inform government's actions on the report is recommended. It would be chaired by a respected, prominent individual.
- There is potential that this Advisory Committee could also provide advice and expertise to government regarding recommendations for advisors (see 3.1 and 3.4); for community consultation (see 5.6 and 6.2), working groups and committees recommended (see 5.12, 7.5 and 7.11) and the recommendation for the establishment of an agency independent of police agencies, with oversight and analytic functions (see 7.6).

Response Theme:	Healing and Reconciliation; and Legacy
MWCI Theme:	Measures to Assure the Women's Legacy
Branch Contact:	Lisa Howie, Director, CPPO, 250-387-4774

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**Recommendation Summary:**

Who the independent advisor recommended in (see 12.1) should work with.

**Wording of MWCI Recommendation:**

That the independent advisor work collaboratively with representative of Aboriginal communities, the DTES, and the victims' families in the implementation process.

**Program Action / Response:**

- Creation of an Advisory Committee to help inform government's actions on the report is recommended in response to recommendation 12.1. It would be chaired by a respected, prominent individual.
- There is potential that this Advisory Committee could also provide advice and expertise to government regarding this recommendation.

Response Theme:	Healing and Reconciliation; and Legacy
MWCI Theme:	Measures to Assure the Women's Legacy
Branch Contact:	Lisa Howie, Director, CPPO, 250-387-4774

PSPB-PSD-INFREN

## Referral Slip

Thu, Jan 31, 2013 2:32 PM

Action: **SG b/note** Due: **2013/01/17** Log ID: **487836**

Clayton Pecknold  
Assistant Deputy Minister  
and Director of Police Services  
Policing and Security Programs Branch  
Ministry of Justice  
10th floor, 1001 Douglas Street  
Victoria BC V8W 9J7

Type: Briefing Note Written: 2013/01/03  
Office: PSPB-ADM Received: 2013/01/03  
Entered By: lemiller Interim Rsp:  
Sign By: ADM Signed/Sent: 2013/01/04  
Batch: Closed: 2013/01/10 (1/0)  
File No.: 280-20 (ADM 2013)

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Phone:

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Addressed To: SG

Drafter: Various PSD Staff

Issue:

MLA:

X-Ref: 487415 486621 486594

Elect Dist:

Other Info:

Copied to:

**Subject**

Six Briefing Notes for **Not Responsive** and for pre-brief with Minister on Jan 7, 2013  
1) Forsaken: The Report of the Missing Women Commission of Inquiry and its implications for policing in British Columbia (plus two attachments)

2:  
3:  
4:  
5:  
6:

**Not Responsive****Referrals**

From: PSPB-ADM Sent: 2013/01/03 Rcvd: Status: Completed  
To: PSPB-ADM Due: 2013/01/09 Active: 3 days State:  
Action: ADM Approval Cmpltd: 2013/01/08

From Notes:: 2013/01/03T17:13 lemiller (PSPB-ADM): 6 BN's to Clayton Pecknold for review and approval. Hand-carried by Sandy Webb

To Notes:: 2013/01/03T17:14 lemiller (PSPB-ADM): CPecknold approved 5 of 6 BNs; Sandy Webb to check status of BN #2; then will arrange to BNs to get to Minister's office by Fri 04 Jan 2013 Note: CPecknold A/DSG.  
2013/01/08T12:55 lemiller (PSPB-ADM): BNs reviewed in mtg between CPecknold and Minister Bond.

From: PSPB-ADM Sent: 2013/01/08 Rcvd: Status: Completed  
To: SG-DSG Due: Active: State:  
Action: Information Cmpltd: 2013/01/10

To Notes:: 2013/01/08T14:24 kcornett (SG-DSG) rec'd 6 BN's via e-mail from Lesley; Clayton briefed MSB on Jan 7th; in mail folder for Lori's review.

2013/01/10T08:31 kcornett (SG-DSG) Lori reviewed. To file 26000-01/PSPB.

**MINISTRY OF JUSTICE  
POLICING AND SECURITY PROGRAMS BRANCH  
BRIEFING NOTE**

**PREPARED FOR:** Honourable Shirley Bond, Minister of Justice and Attorney General  
**FOR INFORMATION**

**ISSUE:** *Forsaken: The Report of the Missing Women Commission of Inquiry* and its implications for policing in British Columbia.

**BACKGROUND:**

On November 22, 2012, the Provincial Government announced its receipt of the final report from Wally Oppal, QC, Commissioner of a public inquiry examining the police investigations into missing and murdered women in Downtown Eastside (DTES), Vancouver.

Government first announced the inquiry on September 9, 2010. The inquiry ultimately included both a fact-finding mandate and a study commission to make recommendations to improve the handling of similar incidents (i.e., investigations of missing women, suspected multiple homicides and investigations of homicides involving more than one investigating organization). In addition to evidentiary hearings held between October 11, 2011 and June 6, 2012, the commission process also included:

- Pre-hearing community engagement forums in Prince George and Vancouver in January 2011;
- Background research and interviews with informants and experts, including a survey of 20 Canadian police services on their missing persons policies and practices and cross-jurisdictional research on policing standards;
- Solicitation of written submissions from the general public and individuals and organizations with relevant expertise or interests;
- Community forums in seven northern BC communities in September 2011;
- Consultations with groups and individuals in DTES, Vancouver from October to December 2011;
- Consultations with the families of victims from February to May 2012;
- An expert panel on the structure of policing in April 2012;
- A series of six public policy forums in Vancouver in May 2012; and
- Five focus group consultations in Northwestern BC in April and May 2012.

Early on and through to its conclusion, the inquiry was criticized for failing to include the voices of key groups, communities and individuals. For some, this flowed from the Provincial Government's decision to not provide funding to participants that had been granted standing by the Commissioner but needed financial assistance in order to



participate, while others withdrew over concerns that the terms of reference for the inquiry were too narrow.

During the course of the inquiry Commissioner Oppal was granted three extensions to the original deadline (December 31, 2011) for submitting his final report to the Attorney General.

The final report submitted to Government on November 22, 2012, is 1,448 pages in length and contains a total of 65 recommendations. Policing and Security Programs Branch (PSPB) will be responsible for 29 of these recommendations.

### **DISCUSSION:**

Oppal recognizes in his report that the epic tragedy of the missing and murdered women did not occur in a vacuum. The women were forsaken, he states “first, by society in general in failing to provide them with the basic conditions of safety and security to which every human being is entitled; second, by the police who are entrusted with the responsibility of protecting all members of society, particularly the vulnerable, and for solving crimes perpetrated against everyone” (Volume III, p. 2).

While the terms of reference for the inquiry, and thus to his report, focus on critical police failures, he stresses the importance of broader social patterns of marginalization and societal dismissal in the story of the missing women. In Volume I of his report, Oppal discusses the social, economic, and legal context in which 67 women disappeared from DTES, Vancouver. This discussion includes consideration of the structure of policing that was in place during the scope of the inquiry's terms of reference (i.e., January 23, 1997 – February 5, 2002).

In Volume II, Oppal focuses on the justice system's failed response to the missing women. Part I, examines the police investigation into a violent assault by Robert Pickton against a sex trade worker and Crown's decision in 1997 to stay the resulting charges of attempted murder, assault with a weapon, unlawful confinement and aggravated assault. Part 2, provides an overview of the relevant police investigations into the missing and murdered women while Part 3, identifies the critical police failures therein.

Oppal identifies seven critical police failures:

1. Poor initial report taking and follow up;
2. Faulty Risk Analysis and Risk Assessment;
3. Inadequate Proactive Strategy to Prevent Further Harm to Women in the DTES;
4. Failure to Consider and Properly Pursue All Investigative Strategies;
5. Failure to Follow Major Case Management Practices and Policies;
6. Failure to Address Cross-Jurisdictional Issues and Ineffective Co-ordination Between Police Forces and Agencies; and
7. Failure of Internal Review and External Accountability Mechanisms.

These are described in detail in Appendix A.

In Part 4, of Volume II, Oppal discusses his findings as to the underlying causes for these critical police failures:

1. Individual and systemic bias against the missing women, many of whom were involved in the survival sex trade, and public and political indifference;
2. Inadequate leadership, including both lack of supervision and management on investigations and failure at higher levels to recognize and commit to addressing the problem;
3. Failure of police forces and Provincial authorities to modernize policing, in particular the slow adoption of major case management, failure to develop and apply policing standards, continued silo-based approach to policing and inadequate implementation of community-based policing principles;
4. The fragmentation of policing in the Lower Mainland including the increased opportunities for failure posed by the number of policing jurisdictions alone, the absence of protocols that could have triggered a joint forces operation sooner and the lack of forums for formal inter-jurisdictional communication;
5. Inadequate policing resources generally and, more directly, insufficient resources made available to the missing women investigations; (Oppal concludes that the investigations were under-resourced because they were under-prioritized. He attributes this to the institutional bias, poor leadership and the fragmentation of policing referred to above); and
6. Police structure and culture, including discriminatory attitudes, hierarchical decision-making structures, lack of training and the lack of appropriate mechanisms and leadership to address specific personality conflicts and personnel issues that impacted the investigations.

Oppal also considers the allegations of a police conspiracy and cover-up with respect to the missing women investigations. These allegations were made at several points during the hearing by Mr. Cameron Ward, Counsel for the families. Oppal concludes that these allegations are not supported in any way by evidence.

In Volume III, *Gone but not Forgotten: Building the Women's Legacy of Safety Together*, Oppal sets out his recommendations for the future. As per the inquiry's terms of reference, many of the recommendations address police investigations of missing women, suspected multiple homicides, and homicide investigations involving more than one investigating agency. Other areas of policing reform are also identified, such as: measures to promote equality in the delivery of policing services; increase responsiveness to the needs of vulnerable persons; address the structure of policing in the Lower Mainland; and enhance governance of policing.

In addition to policing reforms, other recommendations involve healing and reconciliation, changes to Crown policies and practices, broader response and community engagement with respect to missing persons (e.g., additional ways to report information about missing persons), and services and support to prevent violence and enhance the safety of women.

Of the 65 recommendations in total, PSPB will be responsible for 33 of these recommendations. This includes some recommendations aimed at police directly, as opposed to the Director of Police Services or the Ministry of Justice. These recommendations are summarized below, and can be found in full in Appendix B.

### *Standards and Training Development*

Oppal makes a number of recommendations that involve the creation of provincial policing standards and police training. Topics to be addressed in standards include missing person investigations (Recommendations 7.1 - 7.4), major case management (Recommendations 8.2 - 8.4), inter-agency cooperation and collaboration (Recommendations 10.1 - 10.2), and bias-free policing (Recommendation 4.2). He also recommends the development of mandatory, ongoing experiential and interactive training for police concerning vulnerable community members (Recommendation 4.12). A related recommendation is that police leaders work to develop communication and collaboration mechanisms that transcend the hierarchical structure of police agencies (Recommendation 4.11). This recommendation could be s.13

### *Legislative Initiatives and Reform*

s.13, s.14

Oppal recommends the development of missing persons' legislation that would expedite investigations by allowing police to obtain information about a missing person (e.g., financial transactions) without a warrant (Recommendation 8.1). He recommends the creation of a statutory duty for police to issue warnings (Recommendation 4.6). He recommends that the Provincial government initiate discussions aimed at bringing the RCMP under the provincial complaints process (Recommendation 4.14). Lastly, he identifies specific amendments to the *Police Act* that would eliminate the mayor's ability to cast the deciding vote on police board decisions and enhance the representation of vulnerable persons and Aboriginals on police boards (Recommendations 11.2 - 11.3).

### *Audits, Evaluation and Performance Management*

Some recommendations are related to audit, evaluation and performance management. Recommendation 4.1, calls for external "equality audits" to be ordered by the Director of Police Services under Section 42 of the *Police Act*. The audits should give particular attention to the police duty to protect marginalized and Aboriginal women from violence. The final recommendation related to audit, evaluation and performance management is that Police Services Division ensure that information and resources are available to police boards, to assist them in carrying out their oversight role (Recommendation 11.4). Performance management data and audit findings and recommendations could be relevant to fulfilling this recommendation.

### *Regional Policing and the Delivery of Specialized Policing Services.*

Oppal makes a number of recommendations related to establishing integrated provincial or regional services, as well as the creation of a regional police force for the Greater Vancouver area.

At the provincial level, he recommends the creation of a missing persons' agency that would be responsible for analyzing data, overseeing investigations, ensuring accountability for cross-boundary cases and public warnings (Recommendation 7.6). It should be noted that Oppal envisions this as a non-police agency. An alternate option

s.13, s.16

In fact, in a related recommendation Oppal suggests that other responsibilities (focused on better meeting the needs of the public and reportees) could be fulfilled by either an enhanced BCPMPC or an external agency. He recommends that this issue be further considered by a Provincial Partnership Committee on missing persons (Recommendation 7.11). Other provincial services related to missing persons that Oppal recommends include a provincial missing person website and a 1-800 number (Recommendations 7.7 – 7.8).

Regionally, Oppal recommends that the Provincial Government proceed quickly to implement the regional Real-Time Crime Centre (Recommendation 10.3).

Lastly, Oppal recommends the creation of a regional police force for the Greater Vancouver area (Recommendation 9.1). Related recommendations include: establishing an independent expert committee to develop a proposed model and implementation plan for the regional police force (Recommendation 9.2); and ensuring that the accountability structure for the regional police force is holistic (Recommendation 11.1).

### *Assisting Vulnerable Persons*

Oppal recommends a number of specific strategies aimed at protecting vulnerable and marginalized women.

s.13, s.16

These recommendations involve:

- Provincial funding for additional sex trade liaison officer positions (Recommendation 5.4);
- Creation of an Aboriginal Liaison position in Vancouver Police Department (Recommendation 5.7);
- Province-wide implementation of enforcement guidelines concerning sex trade workers (Recommendation 5.8);
- Development of a protocol containing additional measures to monitor high-risk offenders (Recommendation 5.13);



- Development of communication strategies for the issuance of warnings to ensure the messages are conveyed to community members who are most at risk of the specific threat (Recommendation 4.7);
- The incorporation of police-community relationships, particularly with vulnerable persons, into police performance measures, standards and training (Recommendation 4.10).

**Recommended by:**

Lynne McNally  
Executive Director  
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Appendix A – Seven Critical Police Failures and Underlying Causes  
Appendix B – Recommendations for which Policing and Security Programs Branch is Responsible

## APPENDIX A

## SEVEN CRITICAL POLICE FAILURES and UNDERLYING CAUSES

## CRITICAL POLICE FAILURES

## 1. Poor initial report taking and follow up.

- a. Reporting: Time delays in reporting, inconsistencies in the understanding and application of intake procedures and barriers encountered by friends and family members when reporting a loved one missing had a negative impact on the investigations.
- b. Initial Investigation: Vancouver Police failed to take basic steps such as providing information to patrol members, interviewing reportees or attending the last known address of the missing person. In addition, Vancouver Police Department policy at the time required that persons reported missing first be "confirmed" as missing, which delayed the initiation of a full investigation during the critical, early stages of a missing person investigation.
- c. Follow-Up Investigation: There were unexplained gaps during which investigations were essentially on hold. Police failed to follow up on leads or interview family, friends or associates of the subject of the investigation, and there was inadequate engagement of the community such as putting up posters, issuing media advisories and approaching community organizations that may have had useful information about the missing women.
- d. Recording and File Reviews: Inadequate and inconsistent documentation of investigations, due in part to lack of proper systems or equipment (e.g., computers). Problems with file recording hindered the transfer of information to the subsequent joint forces operation, Project Evenhanded.<sup>1</sup> File reviews were not consistently conducted by Vancouver Police Department and supervisors had limited involvement.
- e. Communication with Family Members and Reportees: Overall, the Vancouver Police Department did not maintain adequate communication with family members. Family members and reportees also experienced degrading and insensitive treatment, in particular from a civilian employee working in the Vancouver Police Department's Missing Persons Unit at the time. Formal complaints were filed in three cases.
- f. Interjurisdictional Cooperation: While there were also examples of good inter-agency cooperation, some cases were plagued by confusion amongst both reportees and police as to which agency was responsible for a missing persons investigation and/or delays in transferring information between agencies. Critically, tips about Pickton arising from one investigation were not coordinated or prioritized between agencies.

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<sup>1</sup> Project Evenhanded was a JFO between VPD and RCMP.

## **2. Faulty Risk Analysis and Risk Assessment.**

- a. Refusal to Accept Women Likely Murdered: The vulnerable lifestyle of the missing and murdered women should have increased police assessment of the likelihood that they had met with foul play and the urgency of the investigations. Instead, police approached the investigations with the mistaken belief that the women were transient and would turn up eventually, somewhere or had overdosed or succumbed to illness. Police also failed to recognize and accept in a timely manner that the numbers in which women were disappearing were anomalous. Risks were not re-assessed as time passed with no sign of the missing women. Faulty risk analysis hindered appropriate decision-making and resource allocation.
- b. Lack of Crime Scenes: The lack of bodies or other evidence of crime were taken by police that there was nothing to investigate. The alternative explanation—a successful killer—was not given due consideration by senior managers in the Vancouver Police Department (VPD), despite the efforts of some investigators and analysts, in particular Det. Cst. Shenher and Det. Insp. Rossmo.
- c. Delay in Accepting and Denial of Serial Killer Theory: At various points throughout the course of the various missing women investigations, the theory that a serial killer was at work was raised and discounted. In particular, Det. Insp. Rossmo presented a persuasive analysis in September 1998, that a serial killer was likely responsible for most of the disappearances. Despite growing public and media acceptance of the serial killer theory, VPD continued to downplay or deny the theory as late as 2000. The serial killer theory was not consistently applied to risk assessment processes and did not influence operational plans until the initiation of a joint forces operation, Project Evenhanded, in November 2000. Faulty risk analysis continued, however; Project Evenhanded started on the faulty premise that the serial killing had stopped and it was initially a historical review rather than an active serial killer investigation.

## **3. Inadequate Proactive Strategy to Prevent Further Harm to Women in the DTES.**

- a. Prostitution Law Enforcement Strategies Put Women at Risk: In response to concerns of some community members and business owners, VPD's prostitution law enforcement strategy at the time of the disappearances was to create "tolerance zones" where prostitution laws would not be enforced. This had the effect of displacing the survival sex trade to isolated and unsafe parts of the DTES, where the women were at increased risk of violence. Oppal states that "the VPD was systemically blind to the impact this enforcement strategy had upon the women" (Volume IIB p. 96). It is important to note that VPD's current Sex Work Enforcement Guidelines are quite different. In fact, Oppal recommends

that other police forces in BC implement guidelines based on the current VPD policy (Recommendation 5.8).

- b. General Failure to Pursue Preventive Strategies: Despite awareness of violence against sex trade workers and efforts to follow up on specific incidents, the VPD failed to pursue any measures to increase the women's safety, such as sharing information about the investigation with women, other community members or front-line police officers working in the community. Similarly, Project Evenhanded was inexcusably slow in implementing what Oppal describes as the first true preventive measures in the missing women investigations: the placement of proactive liaison officers in the DTES in January 2002.
- c. Failure to Warn: VPD and Project Evenhanded failed to issue warnings related to the missing women investigation, such as the possibility of a serial killer. Police should have accepted the need to issue such warnings in any case, and in particular because of the legal obligation established in *Jane Doe v. Metro Toronto Police*. VPD Det. Insp. Rossmo's attempts to have a warning issued in September 1998 were thwarted by VPD managers, in particular Insp. Biddlecombe. Reasons for not issuing the warning included the lack of evidence of a serial killer, the lack of information required to provide a specific and thus more effective warning, and the belief that the women affected by the warning would not be able to change their behaviour (because of their drug addiction). Oppal rejects these reasons and concludes that warnings should have been issued both in the DTES, Vancouver and in Aboriginal communities throughout BC where many of the missing women had ties.
- d. Failure to Take Steps to Protect Ms. Anderson Despite Specific Threats: VPD Det. Cst. Shenher and Coquitlam RCMP Cpl. Connor were aware of specific threats by Pickton to harm or kill Ms. Anderson, the sex trade worker who narrowly survived a violent altercation with Pickton on March 23, 1997. (Pickton was charged with attempted murder and other offences in relation to the incident, but the charges were stayed by Crown). Other than informing Ms. Anderson of the threats, police failed to recognize a responsibility to protect Ms. Anderson and did not take any other steps to do so.

#### **4. Failure to Consider and Properly Pursue All Investigative Strategies.**

- a. Failure to Employ an Aboriginal-Specific Investigation Strategy. Given the over-representation of Aboriginal women among the women missing from the DTES Vancouver, the failure to develop or use strategies specific to Aboriginal people, communities and organizations was a critical police failure. Aboriginal social service organizations, community members and authorities that could have assisted police in locating missing persons, making determinations as to the possibility of foul play or providing other information about the missing women were not tapped by police. Police also failed to follow up on specific sources of information or assistance offered by Aboriginal service providers. This was an oversight by front line



investigators but also supervisory levels responsible for reviewing files. Oppal describes it as a staggering, "systemic blindness to distinctiveness and specificity of the Aboriginal communities" (Volume IIB p. 108).

- b. Restricted Involvement of Family Members, Community and Media: Overall, police failed to appreciate that family members and friends of the missing women were one of the best sources of information available about the missing women. Police rarely engaged them. Similarly, outreach to the community was minimal. An informed community engagement strategy, including relationship-building measures, should have been devised. The importance of community resources was recognized by some front line officers and investigators but limited resources and support were available to pursue strategies. In some cases, strategies were attempted but not well executed (e.g., a questionnaire distributed to sex trade workers and a photo canvass).
- c. Efforts of Families, Friends and Community Members to Aid the Investigation: Many family members and friends of the missing women were actively engaged in trying to find out what happened to their missing loved ones. Activities included continuing to provide information to police, canvassing the DTES, establishing a web site and tip line, advocating for the investigations to be afforded higher priority and resources, and organizing a memorial for the missing women. In some cases, the efforts of friends and family members were met with hostility by VPD and the Vancouver Police Board.
- d. Ineffective Media Strategies: VPD's investigative strategies lacked a media component, suggesting an interest in limiting media exposure rather than engaging the media in helping to find the missing women. Project Evenhanded was slow to develop a communications plan.
- e. Lack of Follow Up on Tips and Mismanagement of Informants and Information Sources: Police did not properly assess the credibility and reliability of informants, particularly those who struggled with substance abuse and/or mental health issues. Police also failed to make the best use of the informants and the information provided. Oppal describes the mismanagement of information sources as a pattern (rather than isolated mistakes) and discusses three informants in particular whose information, if properly managed and used, may have led police to Pickton sooner.
- f. Confirming the Caldwell Tip: Oppal describes the steps taken to confirm information provided by informant Ross Caldwell.
- g. Lynn Ellingsen: Lynn Ellingsen was the source for information provided by three other informants, including Ross Caldwell. Police did not have a well thought out strategy for dealing with Ms. Ellingsen, to attempt to increase her cooperation with the Pickton investigation. Police interviews with Ms. Ellingsen were not effectively carried out, her role as an accessory to murder was not considered or leveraged, officers disagreed about the validity of Ms. Ellingsen's information (which conflicted with that provided by other informants), and information that she did provide was

not pursued. Police actions with respect to Ms. Ellingsen's effectively derailed the Pickton investigation.

- h. Limited Use of Other Investigative Avenues: Surveillance, Undercover Operations, Search Warrants and Forensic Evidence: Police use of these investigation strategies fell below established standards. Problems at the strategic level and operational errors contributed to the overall ineffectiveness of the investigations. Both the RCMP and VPD used covert surveillance at various times on Pickton. However, it was expensive and deployed in an intermittent manner which was unlikely to lead to any fruitful results. Neither the RCMP nor VPD felt there was sufficient information to obtain search warrants of Pickton's property, however, Coquitlam RCMP should have put more time and effort into obtaining a search warrant. Recommendations for undercover operations were made at various points of the investigation but were never carried out. There was limited availability of forensic evidence such as DNA in the investigations; however, familial DNA should have been collected from the families of the missing women and the items seized from the Anderson assault should have been tested.
- i. Delays in Pursuing a Suspect-Based Strategy and Failure to Confirm or Rule Out Suspects: Initially, VPD focused on finding the missing women rather than moving to a suspect based strategy and pursuing and eliminating suspects. The decision to carry out a review and put off investigating suspects by VPD was a serious error. Police failed to learn more about Pickton by gathering information from his associates and speaking to people at places he frequented to either eliminate or confirm him as a suspect. The Coquitlam RCMP interview with Pickton did not meet the most basic police standards and had a devastating impact on the investigation. Police also failed to follow up on the information received from the Anderson assault which clearly made Pickton a logical suspect.

## **5. Failure to Follow Major Case Management Practices and Policies.**

- a. Adoption of Major Case Management (MCM): MCM training modules were developed in Ontario and by the Canadian Police College as a result of the *Campbell Report*. Both VPD and RCMP were aware of MCM's value but MCM was not widely implemented in the VPD or RCMP between 1997 and 2002. In October 1996, VPD Sgt. LePard endorsed Justice Campbell's entire report and recommended adopting MCM to his superiors. In early 1998, MCM training was recommended for the VPD Homicide Squad and Violent Crime Section. The RCMP did not formally develop and adopt an MCM model as a best practice standard until 2003-2004. Project Evenhanded was based upon MCM principles, but lacked in its approach. Oppal found it astounding that the lessons of the *Bernardo Review* were not more systematically reviewed and applied in the missing women investigations, given the common factors of serial predation and the killing of women.

- b. Poor Investigative Team Structure and Organization: MCM principles were not followed in the structure and organization of the investigative teams. The VPD Missing Women Working Group (MWWG) showed some promise of structure and organization, but only lasted one month in 1998. VPD did not follow MCM principles in establishing the Missing Women Review Team (MWRT) in 1999; there was no full-time supervisor, insufficient personnel to carry out the investigative work, and the team lacked clarity in their roles and responsibilities, mandate, and strategy. In summer 1999 RCMP had information that Pickton was potentially a serial killer and multiple agencies were involved in the investigation therefore, a MCM model should have been used. However, the Pickton investigation was not considered to be a major case and none of the investigators or supervisors involved had received MCM training. As a Joint Force Operation (JFO) between VPD and RCMP, the structure of Project Evenhanded was based more closely on the MCM principles; however, the Team Commander was not assigned to this case on a full-time basis, there was a delay in assigning a file coordinator to the team, the Primary Investigator did not have MCM training, and there was no analyst assigned to until October 2001. Project Evenhanded also had an unclear mandate and a flawed operational plan.
- c. Poor Information Management and Documentation Systems: Justice Campbell recommended Electronic Case Management (ECM) systems in serial murder investigations to recognize links between crimes and share information between policing agencies. A standardized, common ECM model was not employed by all police forces in British Columbia during the terms of reference and still is not today. Major cases have large amounts of information that has to be gathered, analyzed, managed and stored. The need for ECM is critical in a serial murder investigation because the amount of information and data generated is almost always unmanageable without the aid of a computer. The missing women investigations, particularly MWRT, had poor information management systems including a lack of documentation and MCM filing system, and lack of information sharing and reporting structure within the team. Project Evenhanded was also affected by the VPD ECM system it inherited from VPD.
- d. Inadequate Accountability Structures: Oppal found inadequacies in the accountability structures of the MWRT, the Coquitlam RCMP Pickton investigation, and Project Evenhanded. The MCM approach assures overall management through a clear accountability and reporting structure. The need for clear reporting and supervisory relationships is particularly important in multi-jurisdictional investigations. The MWRT and Coquitlam RCMP lacked an effective Team Commander/Supervisor, whose role would be to provide accountability by remaining detached from the fundamental responsibilities and managing the overall initiative. There was also a lack of proper management/supervision, and a lack of review and follow up in the RCMP's interview with Pickton. The JFO structure of

Project Evenhanded ensured there was a formal Team Commander but he was not sufficiently engaged in the investigations which contributed to the long delay in recognizing that women were still disappearing and conducting a proactive investigation.

- e. Other Aspects of MCM Also Inadequate: According to the MCM approach, other key functions which should be effectively integrated into the team structure include a victim/family liaison, a media liaison, and specialized investigative resources. The lack of a dedicated family liaison officer left many family members in the dark, placed increased pressure on the small police teams, and inhibited the formation of positive relationships with all the family members. The MWRT did not have a formal media strategy or a dedicated media liaison officer and Project Evenhanded was slow to get a media liaison officer as part of the team. Specialized investigative consultants are essential for major cases that become complex or stall as they can provide a second opinion, introduce new concepts in management and technology, and assist departments lacking expertise in particular crimes. Patrol units are also valuable sources of information and tips. The MWWG had potential because representatives of specialized investigative services, such as profiling and patrol, were included on the team. The MWRT held a brainstorming session, met with Spokane investigators, and consulted with external experts at conferences, but did not use the information systematically. Project Evenhanded did work with ViCLAS analysts and forensic experts but was slow to access police expertise and specialized resources.
- f. Was Project Evenhanded Conducted in Accordance with MCM Principles? Oppal found that the structure, organization, and management of Project Evenhanded was lacking in several respects inconsistent with MCM principles. There was an unacceptable delay in assigning a Lead Investigator, the Team Commander was not full-time on the project, there was no specialized team members assigned until late 2001, there was no functional ECM system until October 2001, there was no investigation of the suspects to eliminate or prioritize them, there were no public appeals made or tip line set up to get information from the community until December 2001, and General Duty and patrol units were not utilized until January 2002. MCM should have been employed from day one to ensure an easy transition of command and file at the beginning of the investigation.

## **6. Failure to Address Cross-Jurisdictional Issues and Ineffective Co-ordination Between Police Forces and Agencies**

- a. Inconsistent or Erratic Communication and Co-ordination: The majority of missing women cases were reported to VPD. Some cases were reported to RCMP but it was difficult to link these reports unless the RCMP officer contacted the VPD Missing Person's Unit. It was up to the investigating officer to make the connection to the DTES, to make inquiries with the VPD, and to request the VPD investigate. There was good day to day



communication between VPD and RCMP officers at some periods of the investigation, but this information was not always shared more broadly between investigative teams or more senior levels. Both VPD and Coquitlam RCMP failed to communicate with each other after the interviews of critical witnesses in August of 1999. Communications ended between RCMP and VPD when Cpl. Connor's was transferred from the Pickton investigation. In 1999 and 2000, VPD and RCMP were having isolated meetings about Pickton apart from each other. VPD believed that Coquitlam RCMP was investigating Pickton when in fact no active steps were being taken.

- b. Irregular Joint Meetings of Negligible Benefit: There were 17 joint meetings involving VPD, RCMP, Provincial Unsolved Homicide Unit (PUHU) and other municipal forces between September 1998 and October 2001. These meetings were brainstorming sessions on potential strategies and in some cases specific assignments were agreed upon and in rare cases follow up meetings were held. The meetings lacked regularity, consistency, and an effective follow up mechanism and were a poor substitute for a properly coordinated multi-jurisdictional investigation.
- c. Lack of Clarity Over Case Ownership: At many points of the investigation, one agency thought the other agency was investigating resulting in no one taking action. VPD's position is that there were two separate investigations, the missing women investigation run by VPD and the Pickton investigation run by Coquitlam RCMP. RCMP's position was that they were investigating Pickton as a resident of Port Coquitlam and VPD was conducting their own independent investigation of the missing women. RCMP was involved only to the extent that the information related to someone within their territorial jurisdiction. VPD cited Section 26(2) of the *Police Act* that Coquitlam RCMP was responsible for investigating Pickton, and the suspected crimes against the missing women on this property, as the police agency of jurisdiction is responsible for crimes committed within its jurisdiction. Oppal concluded that VPD and RCMP shared jurisdiction to investigate Pickton; however, VPD was ultimately responsible for the failed multi-jurisdictional investigation, as the policing agency with overall responsibility for the investigation of the missing women.
- d. Delay in Establishing a Joint Forces Operation: VPD made attempts at various levels to informally include the RCMP and PUHU into the investigations but there were delays in formally moving to a JFO. The first formal discussion within VPD of establishing a JFO was in June of 1999, but nothing ever came of this. A JFO was reconsidered again in 2000 but this proposal was not accepted due to a lack of resources. The RCMP agreed to a multi-jurisdictional approach in principle in November 2000; however, there was a lag due in part to file transfers before the JFO work began in February 2001. VPD claims the RCMP resisted involvement in a JFO. The RCMP claim VPD management failed to recognize the possibility of a serial killer which delayed VPD approaching RCMP about

the need for a JFO. Oppal concluded that the delay in establishing a JFO was jointly attributable to systematic failings of the VPD and the RCMP. A JFO should have been established in the summer of 1999 when there was a large amount of coordination and overlap in work between the RCMP and VPD.

- e. Lack of Communication Between the JFO and VPD and RCMP: Project Evenhanded supplemented but did not fully replace the VPD and RCMP investigations. Poor communications between Project Evenhanded and VPD's Missing Person Unit lead to the mistaken belief that the serial killer was no longer active and the JFO conducted a historical review. Although Project Evenhanded had enough information to classify Pickton as a high priority suspect, poor communication and information sharing between Project Evenhanded and Coquitlam RCMP contributed to the low priority placed on pursuing Pickton as a suspect.
- f. Lack of Clarity in the Role of the Provincial Unsolved Homicide Unit (PUHU)<sup>2</sup>: PUHU played a limited role in the investigations by their reluctance to get involved and the fact there was not enough evidence to confirm that a homicide had occurred. There was no limit set as to how long a file had to be dormant before PUHU could assume control over it. PUHU could provide assistance to a homicide investigation if current investigators had exhausted all available avenues or required expertise to assist in the investigation. Both RCMP and VPD had considered contacting PUHU about the investigation in 1998 but felt that their involvement would be premature. PUHU first became involved in the missing women investigation in April 1999, at a meeting with the Attorney General, where it was suggested that PUHU could conduct a file review of the VPD missing women investigations, but this was not formally requested by VPD until August 2000. Coquitlam RCMP never asked PUHU for additional resources.

## **7. Failure of Internal Review and External Accountability Mechanisms.**

- a. Ineffective Internal Monitoring Through File Reviews: VPD's missing persons unit did not carry out file reviews of the individual missing women cases on a regular ongoing basis. The RCMP detachments were more consistent in reviewing missing women files for which they were responsible but there were disconnects between the identified actions to be taken and their implementation. In the summer of 2000, VPD carried out a complete review of the files prior to transferring them to the RCMP in establishment of the JFO. The MWRT mandate was to conduct a macro level file review of the missing women investigations; however, there was no effective regular review of the status of the MWRT's progress. A proper file review would have consisted of evaluation and critical

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<sup>2</sup> PUHU was an integrated unit and JFO between RCMP and VPD established by the RCMP in 1997 to examine and investigate the backlog in unsolved homicide cases no longer being actively pursued by detachments.

assessment of investigative steps taken and progress to date and how to achieve desired outcomes.

- b. Failure to Review and Correct Personnel: Two personnel issues within VPD had a negative impact on the investigations, civilian employee Sandra Cameron's prejudicial treatment of some family members and Det. Csts Fell and Wolthers's unwillingness to follow direction within the MWRT. There were systemic problems and gaps within VPD's accountability framework and processes for reviewing and remediating civilian employees, which allowed Sandra Cameron's behaviour to negatively impact the investigations over a significant period of time without effective intervention. There was a failure to intervene swiftly to correct situations, as required by properly functioning internal accountability mechanisms, which allowed problematic employees such as Fell and Wolthers to operate without adequate supervision and feedback. There was a tendency to transfer people laterally rather than disciplining team members.
- c. External Accountability Mechanisms: The Vancouver Police Board is responsible for oversight of VPD but is not directly responsible for the discipline of police officers or setting policing standards. The Police Board's functions include establishing a mission, outlining results, policies, and values, setting priorities, goals and objectives, and approving budgets. It is not involved in operational issues to prevent political interference in investigations. Service or policy complaints are the responsibility of the police board, who may request the Chief Constable investigate and report to the board; however, the board rarely got involved in disciplinary matters. In response to the community's concerns the Vancouver Police Board approved posting and renewal of a reward but denied the request for the establishment of a task force on the missing women as it was viewed as beyond their mandate. The police board also did not respond to the concerns about inadequate prioritization of the investigations. The limitations on the police board in terms of oversight were that the police board could not look into what was going wrong with investigations, it could only decide if investigations should be given greater priority or more resources. It also did not have access to independent evaluations and relied on VPD to provide information.

## **UNDERLYING CAUSES OF THE CRITICAL POLICE FAILINGS**

1. Individual and systemic bias against the missing women, many of whom were involved in the survival sex trade, and public and political indifference;
2. Inadequate leadership, including both lack of supervision and management on investigations and failure at higher levels to recognize and commit to addressing the problem;
3. Failure of police forces and Provincial authorities to modernize policing, in particular the slow adoption of major case management, failure to develop and

- apply policing standards, continued silo-based approach to policing and inadequate implementation of community-based policing principles;
4. The fragmentation of policing in the Lower Mainland including the increased opportunities for failure posed by the number of policing jurisdictions alone, the absence of protocols that could have triggered a joint forces operation sooner and the lack of forums for formal inter-jurisdictional communication;
  5. Inadequate policing resources generally and, more directly, insufficient resources made available to the missing women investigations. Oppal concludes that the investigations were under-resourced because they were under-prioritized. He attributes this to the institutional bias, poor leadership and the fragmentation of policing referred to above.
  6. Police structure and culture, including discriminatory attitudes, hierarchical decision-making structures, lack of training and the lack of appropriate mechanisms and leadership to address specific personality conflicts and personnel issues that impacted the investigations.



## APPENDIX B

## RECOMMENDATIONS FOR WHICH POLICING AND SECURITY PROGRAMS BRANCH IS RESPONSIBLE

Theme	#	Recommendation
Standards and training development	4.2	That Provincial Government set a provincial standard establishing that police officers have a general and binding duty to promote equality and to refrain from discriminatory policing.
	4.11	That the BC Association of Municipal Chiefs of Police and the RCMP establish a working group to develop a best practices guide for the establishment and implementation of formal discussion mechanisms to facilitate communication and collaboration that transcends the institutional hierarchy within a police agency.
	4.12	That police officers be required to undergo mandatory and ongoing experiential and interactive training concerning vulnerable community members: <ul style="list-style-type: none"> <li>• Active engagement in overcoming biases, rather than more passive sensitivity training (sometimes called anti-oppression training);</li> <li>• More intensive and ongoing training in the history and current status of Aboriginal peoples in the province and in the specific community, particularly with respect to the ongoing effects of residential schools and the child welfare system;</li> <li>• Training and resources to make prevention of violence against Aboriginal women a genuine priority;</li> <li>• Training to ensure an understanding of violence against women in a range of settings including family violence, child sexual exploitation and violence against women in the sex trade; in particular, the scenarios used in police training should incorporate issues of cultural sensitivity and violence against women; and</li> <li>• Training in recognizing the special needs of vulnerable individuals and how to meet those needs, including recognition of a higher standard of care owed by the police to these individuals.</li> </ul>
	7.1	That the provincial standards be developed by the Director of Police Services with the assistance of a committee consisting of representatives of the BC Association of Municipal Police Chiefs, the RCMP, representatives of community and Aboriginal groups, and representatives of families of the missing and murdered women.
	7.2	That proposed provincial missing persons standards include at least 15 components: <ul style="list-style-type: none"> <li>• Definition of "missing person;"</li> <li>• Criteria for the acceptance of reports;</li> <li>• Jurisdiction;</li> <li>• Missing Person Risk Assessment Tool;</li> <li>• Provincial Missing Person Reporting Form;</li> <li>• Standards related to interaction with family/reportees;</li> <li>• Initial steps – background information;</li> <li>• Supervisory responsibility/quality control;</li> </ul>

Theme	#	Recommendation
		<ul style="list-style-type: none"> <li>• Forensic evidence standards;</li> <li>• Coroners' Liaison;</li> <li>• Monitoring outstanding missing person cases;</li> <li>• Automatic annual review of unsolved cases;</li> <li>• Closing missing person files;</li> <li>• Prevention and intervention; and</li> <li>• The role and authority of the BCPMPC.</li> </ul>
	7.3	That the provincial standards require a proactive missing persons process whereby police must take prevention and intervention measures including "safe and well" checks when an individual is found.
	7.4	That best practice protocols be established for: (1) Enhanced victimology analysis of missing persons; (2) Investigative steps in missing person cases; (3) Collaborative missing person investigations collection; (4) Storage and analysis of missing persons data; and (5) Training specific to missing person investigations.
	8.2	That Provincial Government mandate the use of Major Case Management (MCM) for major crimes and that the Director of Police Services develop these MCM standards in consultation with the police community and through a review of best practices in other jurisdictions.
	8.3	<p>That the Director of Police Services mandate accountability under the MCM standards by requiring that police forces:</p> <ul style="list-style-type: none"> <li>• Provide an explanation as to why MCM was not used for a "major crime" in an annual report to the Director of Police Services;</li> <li>• Notify the Director of Police Services of all "major crime" investigations that are not under active investigation and have remained open for more than one year. Upon receipt of such notification, the Director will appoint another police department to conduct an independent audit of the prior investigation and conduct such additional investigatory steps as it deems necessary, and report its finding to the Director and the originating police agency; and</li> <li>• Conduct annual internal audits of a statistically valid random selection of MCM investigations to ensure proper compliance with the model.</li> </ul>
	8.4	That issues related to a single electronic MCM system for British Columbia, as well as compatibility with cross-Canada systems, be reviewed as part of the consultation on MCM standards set out above.
	10.1	That the Director of Police Services mandate provincial standards for multi-jurisdictional and multi-agency investigations to be incorporated into the provincial MCM standards referred to in recommendation 8.2.
	10.2	That the Director of Police Services consult with the BC Association of Police Chiefs and the RCMP to create a protocol or framework for multi-jurisdictional major case investigations to ensure the timely and seamless implementation of multi-agency teams, including a provision for an independent panel to resolve disputes regarding when the protocol should be triggered.

Theme	#	Recommendation
Legislative initiatives and reform	4.6	That Provincial Government direct the Director of Police Services to consult with the BC Association of Municipal Chiefs of Police, the RCMP and community representatives to recommend the wording of a statutory provision on the legal duty to warn and a protocol on how it should be interpreted and applied.
	4.14	That Provincial Government engage with the RCMP in order to bring them into the provincial complaints process.
	8.1	That Provincial Government enact missing persons legislation to grant speedy access to personal information of missing persons without unduly infringing on privacy rights. I recommend the adoption of single purpose legislation, as in Alberta and Manitoba, with a provision for a comprehensive review of the operation of the Act after five years.
	11.2	That the <i>Police Act</i> be amended to provide that the Mayor is an <i>ex officio</i> member of the Board, but has no voting authority.
	11.3	That additional steps need to be taken to ensure representation of vulnerable and marginalized members and Aboriginal peoples on police boards.
Audits, evaluation and performance management	4.1	That the Minister of Justice direct the Director of Police Services to undertake equality audits of police forces in British Columbia with a focus on police duty to protect marginalized and Aboriginal women from violence. These audits should be carried out by an external agency <i>and</i> with meaningful community involvement.
	11.4	That police boards have access to greater resources from the Division of Police Services to gather and analyze information to enable them to better carry out their oversight functions.
	7.6	That Provincial Government establish an agency independent of all police agencies with the purposes to include co-ordinating information, identifying patterns, establishing base rates, checking on police investigations, ensuring accountability for linked inter-jurisdictional series, and warning the public. It should provide oversight and analytic functions, but it should not be an investigating entity.
	7.7	That provincial authorities create and maintain a provincial missing person website aimed at educating the public about the missing persons process and engaging them in proactive approaches to prevention and investigation.
Regional policing and the delivery of specialized policing services	7.8	That provincial authorities establish a provincial 1-800 phone number for the taking of missing person reports and accessing case information.
	7.11	That the Provincial Partnership Committee develop a proposal for either an enhanced BCPMPC to meet additional responsibilities relating to the needs of members of the public and, in particular, reportees; or to create an independent civilian-based agency for this purpose.
	9.1	That Provincial Government commit to establishing a Greater Vancouver police force through a consultative process with all stakeholders.
	9.2	That Provincial Government establish an independent expert committee to develop a proposed model and implementation plan for a Greater Vancouver police force.

Theme	#	Recommendation
	10.3	That Provincial Government commit to moving expeditiously to implement a regional Real Time Crime Centre.
	11.1	That the accountability structure for the Greater Vancouver police force incorporate a holistic approach that provides oversight on both an individual and systemic level and is fully responsive and responsible to the communities it serves.
	5.4	That Provincial Government fund additional full-time Sex Trade Liaison Officer positions in the Lower Mainland.
	5.7	That the Vancouver Police Department establish a position of Aboriginal Liaison Officer whose responsibilities would include assisting Aboriginal persons in their interactions with the Missing Persons Unit.
Assisting vulnerable persons	5.8	That all police forces in British Columbia consider developing and implementing guidelines on the model of the Vancouver Police Department's Sex Work Enforcement Guidelines in consultation with women engaged in the sex trade in their jurisdiction.
	5.13	That the BC Association of Municipal Police Chiefs and the RCMP, with support from the Director of Police Services, should develop a protocol containing additional measures to monitor high-risk offenders, including recommendations for the efficient and timely sharing of information.
	4.7	That police forces work with local communities to develop communication strategies for the issuance of warnings that ensure the message is conveyed to community members who are most at risk of the specific threat.
	4.10	That police forces integrate into training, performance standards, and performance measurement the ability of police officers to develop and maintain community relationships, particularly with vulnerable members of the community who are often at risk of being treated unequally in the delivery of public services.