MacNeil, Ken PSSG:EX

From: Bond.MLA, Shirley LASS:EX
Sent: Friday, December 21, 2012 3:16 PM
To: Minister, AG AG:EX
Subject: FW: Oppal Report

For your review and response

Thanks Katrina

From: s.22
Sent: December-21-12 12:06 PM
To: Bond.MLA, Shirley
Subject: Oppal Report

Hon. Shirley Bond

The long awaited Oppal report was delivered this past week. One of the main recommendations was for a regionalized police force. I was disappointed with this recommendation in that Mr. Oppal fails to recognize the changes to policing in the Lower Mainland since 2002. Many municipal departments have already integrated with the RCMP in IHIT. This unit is highly successful. There are close working relationships between the RCMP municipal police departments in several other areas. What is rarely mentioned is that two thirds of the Lower Mainland is already regionalized in having the RCMP. Having the RCMP police this area is fiscally prudent for many reasons, ie; non union and Federal subsidies. Their members are also very well trained and the Force offers excellent and diverse career opportunities for their employees. Creating an independent regional department would lose many of the benefits of belonging to a large department that polices on the municipal, provincial, federal and international arenas. Perhaps, more could be done to have Vancouver City Police join IHIT and other areas where other departments have integrated.

I just wanted to state that I see more negatives than positives in creating an independent police department. Tax payers will once again bear the brunt of this change and in years to come the media would be demanding more change when they realized that they aren't as well off as what they presently are.

s.22

Yours truly,

s.22

s.22

E-mail: s.22

Dear s.22

Thank you for your e-mail supporting the current structure of policing and the integration of services.

Government has strongly emphasized and lead the integration of police services, believing it is a critical way to approach policing. I agree that many gains have been made in the Lower Mainland with the integration of specialized services such as homicide investigation, forensic identification, emergency response and police dogs. Our goal has been to create service delivery models that centralize those services that are highly technical, capital intensive and specialized, while at the same time decentralizing those functions that provide service directly to the public.

Regionalization has long been topic of conversation for policing in the Lower Mainland and, as you know, is the focus of one of Commissioner Wally Oppal's recommendations in the final report of the Missing Women Commission of Inquiry (MWCI). My Ministry is carefully reviewing the report and recommendations and we have already implemented one of the key recommendations with the appointment of the Honourable Steven Point as champion of the report and chair of a new advisory committee.

My first priority is to ensure that we have the best police service available for all British Columbians and to ensure coordination of police resources and intelligence across jurisdictions. As you may know, the provincial government is currently developing a strategic plan for modernizing policing that will take into consideration the recommendations from the MWCI.

Thank you once again for taking the time to write.

Sincerely,

Shirley Bond
Minister of Justice
and Attorney General
PSPB/PSD VAN PECKNOLD/CLARK/GODENZIE/ENGLEDER/SMITH C/487600

RECEIVED
FEB 04 2013
4891166
Ministry of Justice
Policing and Security Programs Branch

Jan. 25, 2013

Clayton Pecknold
Assistant Deputy Minister & Director, Police Services
Policing & Security Programs Branch
Ministry of Justice
PO Box 9285 Stn Prov Govt
Victoria, BC, V8W 9J7

Re: Recommendations from Oppal Report

Dear Mr. Pecknold,

I am writing this letter on behalf of the Victoria Police Board.

During the public meeting held on Jan. 22, 2013, the Board discussed the report "Forsaken," prepared by the Honourable Wally Oppal, Commissioner of the Missing Women Commission of Inquiry. It was noted that the report identified 63 recommendations for the protection of vulnerable women. It was also noted that Part 11 of the Report discussed police accountability through leadership and the governance role assigned to police boards.

At the meeting, the Board passed a motion to encourage Police Services to engage with municipal police boards in British Columbia to address the following recommendations in the Report:

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.

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

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.

The motion also requests that Police Services engage with municipal police boards to address the following recommendation Part 9 of the Report: ***that the Provincial Government establish an independent expert committee to develop a proposed model and implementation plan for a new regional police force*** - in Victoria as well as Vancouver.

Should you require further information, please contact the Board's Executive Assistant (Barbara.Cameron@vicpd.ca, or 250-995-7248).

Sincerely,

Dean Fortin, Chair
Victoria Police Board

c. Honorable Wally Oppal, QC
The Honorable Steven Point
Jon Eaton, President, BCAPB
Jamie Graham, Chief Constable, Victoria Police Department and President, BCAMCP
Peter Lepine, Chief Constable, West Vancouver Police Department and President, BCACP
Bob Cole, Police Services

VICTORIA POLICE BOARD
850 Caledonia Ave
Victoria, British Columbia
Canada V8T 5J8

Mayor Dean Fortin, Chair
Victoria Police Board

Mayor Barbara Desjardins
Vice Chair
Victoria Police Board

WEBSITE:
www.vicpd.ca

BRITISH COLUMBIA

February 28, 2013
Ref: 489166

His Worship Dean Fortin
Chair
Victoria Police Board
850 Caledonia Avenue
Victoria BC V8T 5J8

Dear Mayor Fortin:

I am responding to your January 25, 2013 letter regarding the Victoria Police Board's motion pertaining to the report "Forsaken", prepared by Missing Women Inquiry Commissioner the Honourable Wally Oppal. I apologize for the delay in responding.

Thank you for sharing the Victoria's Police Board motion with respect to recommendations 9.1, 11.2, 11.3 and 11.4 of the report. The release of the Missing Women Commission of Inquiry (MWCI) report signifies the beginning of our work to make changes to the policies, programs and services that serve British Columbians.

On February 21, 2013, the British Columbia Association of Chiefs of Police (BCACP) passed a resolution to strike an Advisory Committee to provide strategic advice on the analysis and implementation of the recommendations. The Honourable Steven Point, British Columbia's former Lieutenant Governor was appointed to chair an advisory committee on the safety and security of vulnerable women. The BCACP Advisory Committee will liaise with the Honourable Point, municipal police boards and other agencies as needed to ensure that all MWCI recommendations are implemented in a coordinated and effective manner.

A number of the Honourable Oppal's recommendations are addressed in the second part of our justice reform white paper and our strategic plan for policing, the *British Columbia Policing and Community Safety Plan*, which was released on February 26, 2013. The draft plan is now available for review and feedback on the BC Policing Plan website at http://blog.gov.bc.ca/bcpolicingplan. Under Action Item #5 of the draft plan, the Ministry of Justice commits to reviewing the current police board structure, function and training, and make enhancements and improvements where necessary.

.../2

Ministry of Justice | Policing and Security Branch | Mailing Address: PO Box 9285 Stn Prov Govt Victoria BC V8W 9J7 | Telephone: 250 387-1100 Facsimile: 250 356-7747 Website: www.gov.bc.ca/pssg

We look forward to working with the Board on this specific action item and on the overall implementation of the recommendations from the MWCI report.

Thank you for writing.

Yours truly,

Clayton J.D. Pecknold
Assistant Deputy Minister
and Director of Police Services
Policing and Security Branch

pc: The Honourable Wally Oppal, QC
The Honourable Steven Point
Mr. Jon Eaton
Chief Constable Jamie Graham
Chief Constable Peter Lepine
Mr. Bob Cole

NEW WESTMINSTER MUNICIPAL POLICE BOARD
555 COLUMBIA STREET, NEW WESTMINSTER, BC V3L 1B2 (604) 529-2413 FAX (604) 529-2401
www.newwestpolice.org

RECEIVED
APR 04 2013
491803
Ministry of Justice
Policing and Security Programs Branch

March 26, 2013

Mr. Clayton Pecknold
Assistant Deputy Minister
PO Box 9285
Stn Prov Govt
Victoria, BC, V8W 9J7

Dear Mr. Pecknold:

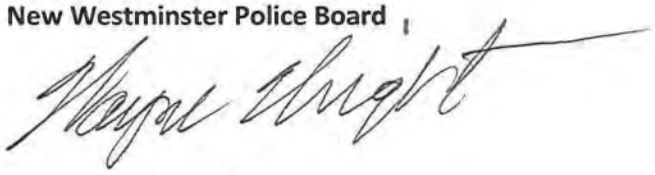
Like many other agencies and Boards the New Westminster Police Board has had the opportunity to examine the series of recommendations presented by Commissioner Wally Oppal as part of his concluding report on the Missing Women's Inquiry. While it is readily apparent that it will take some time and coordination amongst various agencies to review and implement many of the suggested recommendations, we do feel that in light of the discussion and comments being presented on the recommendation of regional policing that the New Westminster Police Board provide our thoughts, on this item.

Currently we cannot support this recommendation made by Commissioner Oppal. This is not to say that discussions concerning the method and make up of police service delivery should not occur, but that the recommendation from Commissioner Oppal presents only one option, that being of full regionalization. This recommendation does not appear to consider the strides of change made by police agencies over the past ten years to improve upon integration and communication sharing. The New Westminster Police Department has been an active partner in many integrated units and continuously re-examines and assesses not only the viability of the local policing environment, but also the regional concerns that we are all very familiar with. In fact the NWPD was the first municipal police partner within the Provincial Intelligence Center and the Lower Mainland District Emergency Response Team. These are in addition to the various integrated units such as Integrated Homicide Investigation Team, Combined Forces Speciality Enforcement Unit, Integrated Gang Task Force, Integrated Road Safety Unit, K-9 Unit, and several others.

.../2

Thank you for the opportunity to provide input on this question. We look forward to receiving a "roll up" of all the inputs received. Should you wish to discuss this matter with myself or the Board; please contact Simone Gardner, the Board's secretary at 604-529-2412.

Yours Truly
New Westminster Police Board



Wayne Wright, Chair

MacNeil, Ken PSSG:EX

From: s.22
Sent: Monday, December 17, 2012 2:23 PM
To: City of Richmond; City Of Vancouver; OfficeofthePremier, Office PREM:EX; Corrigan.MLA, Kathy LASS:EX; Lee.MLA, Richard LASS:EX; Minister, JAG JAG:EX; Chouhan.MLA, Raj LASS:EX; Raymond Louie; Raymond Louie
Subject: Regional Police Force

I agree with Wally Oppal we need a Regional Police Force with a completely new Police Chief, I do not support the one that currently with the VPD. The Question is does Christy Clark have the guts to do it?

Sent from Windows Mail

487419 Response
From: SG Policing and Security Programs Branch SG:EX
Sent: Wednesday, January 2, 2013 2:08 PM
To: "s.22
Cc: OfficeofthePremier, Office PREM:EX; Corrigan.MLA, Kathy LASS:EX; Chouhan.MLA, Raj LASS:EX; Lee.MLA, Richard LASS:EX
Subject: Regional Policing - 487419

s.22
E-mail: s.22

Dear s.22

Your December 17, 2012 e-mail addressed to the Honourable Shirley Bond, Minister of Justice and Attorney General, regarding regional policing has been forwarded to the Policing and Security Programs Branch for reply.

We heard from Commissioner Wally Oppal that it is important we have a discussion about regional policing with mayors and leaders and we think the recommendation is very timely. We are in the process of discussing a ten year policing plan for British Columbia, which includes concepts of policing models that will best serve British Columbians. Municipalities pay the bulk of policing costs and will be invited to provide feedback on the policing plan.

There is an RCMP contract in place, however there is an opt-out clause for municipalities should there be a decision to move to another model. The provincial government looks forward to discussions with mayors, as recommended by Commissioner Oppal.

Thank you for writing.

Policing and Security Programs Branch
Ministry of Justice
PO Box 9285, Stn Prov Govt
Victoria BC V8W 9J7
487419

pc: The Honourable Christy Clark
Ms. Kathy Corrigan, MLA
Mr. Richard Lee, MLA
Mr. Raj Chouhan, MLA

MacNeil, Ken PSSG:EX

From:	s.22
Sent:	Tuesday, December 18, 2012 1:41 PM
To:	VPD
Cc:	City Of Vancouver; Gregor Robertson; OfficeofthePremier, Office PREM:EX; Minister, JAG JAG:EX
Subject:	Regional Police Force

As a conservative voter, I agree with Wally Oppal we must have a Regional Police Forces that also includes Transit Police, but this force must have better tracking tools to monitor these women that go missing, anyone who works on the streets must be registered, Families in the north must have the ability to feed into the data base that is set up to let police know that their daughters are in metro Vancouver region of course privacy concerns will have to be balanced

Sent from Windows Mail

MacNeil, Ken PSSG:EX

From: Bond.MLA, Shirley LASS:EX
Sent: Tuesday, December 18, 2012 2:08 PM
To: Minister, AG AG:EX
Subject: FW: Regional Police

For your review and response

Thanks Katrina

-----Original Message-----
From: s.22
Sent: December-18-12 2:07 PM
To: OfficeofthePremier, Office PREM:EX; Bond.MLA, Shirley
Subject: Regional Police

Seasons Greetings

Good Day Premier Clark and Hon. Bond;

Well, now you have heard it from a respected member of Society, Mr.
Opal. Enough of the Political B.S., enough of the political baloney, enough of the same old rhetoric like "more discussions required", come on, show some leadership! It is long past due that this Province have it's own Police Force, or at least, a Regional Police in the Greater Vancouver area.
Of course, everyone will want to keep their little "Kingdom", but again, time to take a leadership role. s.22
s.22 show that they are not afraid of change, but rather look forward to it, and as previously said, not afraid to take a leadership role, instead of rolling over, and "discussing it more"!
If you were to take it to a vote, I would bet that more than 75% of the population would want their own Provincial/Regional Police.

Time to LEAD, time to CHANGE.

Thank you, Merry Christmas

s.22

MacNeil, Ken PSSG:EX

From: Bond.MLA, Shirley LASS:EX
Sent: Tuesday, January 29, 2013 11:26 AM
To: Minister, AG AG:EX
Subject: FW: Regional Police Force

For your review and response

Sincerely,
Katrina Krenzler
Constituency Assistant to the Honourable Shirley Bond
MLA for Prince George - Valemount
☎ Phone: (250) 612-4181 Toll free 1-866-612-7333
Fax: (250) 612-4188
E-Mail: katrina.krenzler@leg.bc.ca
✉ Address: 1350 - 5th Ave., Prince George, BC, V2L 3L4
This email (including any attachments) may be privileged and/or confidential, and the sender does not waive any related rights and obligations. Any distribution, use, or copying of this email or the information it contains (including any attachments) by other than the intended recipient is strictly prohibited. If you received this email in error, please advise me (by return email or otherwise) immediately.

From: s.22
Sent: January-28-13 8:38 PM
To: premier@gov.bc.ca; deJong.MLA, Mike; Bond.MLA, Shirley; Dix.MLA, Adrian; gregor.robertson@vancouver.ca
Subject: Regional Police Force

Dear Premier Clark, Ministers Bond and deJong, Mr.Dix, Mayor Robertson,
The regional police force for Vancouver is an idea whose time has come. Please do not let the objections of local mayors or local MLA's who may be protecting jobs and turf prevent this. It is not an idea that will necessarily be arrived at by consensus or majority vote among the parties concerned. This is an issue that requires strong leadership. It is a good thing for Vancouver and region - in my view the strongest argument is that it will save lives through sharing of information and resources.
Sincerely,
s.22

488930 Response
From: SG Policing and Security Programs Branch SG:EX
Sent: Tuesday, February 19, 2013 12:28 PM
To: s.22
Cc: 'premier@gov.bc.ca'; Dix, Adrian LASS:EX; 'gregor.robertson@vancouver.ca'
Subject: Regional Police Service Model - 488930

s.22
E-mail: s.22

Dear s.22

Your January 28, 2013 e-mail addressed to the Honourable Shirley Bond, Minister of Justice and Attorney General, supporting a regional police service model for the greater Vancouver area, has been forwarded to the Policing and Security Branch for reply.

Regionalization has long been topic of conversation for policing for British Columbia's major metropolitan areas. Over the years, government has strongly emphasized and supported police integration, and has taken a leadership role in working with police agencies to achieve this.

As you know, regionalization has again come to the forefront and is the focus of one of Commissioner Wally Oppal's recommendations in the final report of the Missing Women Commission of Inquiry (MWCI). The Ministry of Justice is carefully reviewing the report and recommendations and have already implemented one of the key recommendations with the appointment of the Honourable Steven Point as champion of the report and chair of a new advisory committee.

Government's first priority is to ensure that we have the best police service available for all British Columbians and to ensure coordination of police resources and intelligence across jurisdictions. As you may be aware, government is currently developing a strategic plan for modernizing policing that will take into consideration the recommendations from the MWCI.

Thank you for taking the time to write.

Policing and Security Branch
Ministry of Justice
PO Box 9285, Stn Prov Govt
Victoria BC V8W 9J7
488930

pc: The Honourable Christy Clark
Mr. Adrian Dix, MLA
His Worship Gregor Robertson

MINISTRY OF JUSTICE

Response to BC Chamber of Commerce Recommendations (2011-12 Policy & Positions Manual)

Police Amalgamation (2011)

Chamber Recommendation:

- That the Provincial Government addresses the issue of regionalization of police services in the Province of British Columbia by:
    1. establishing provincial standards for the integrated delivery of police services by police forces where municipal boundaries are immediately adjacent; and
    2. where necessary, legislating amalgamation of police services in areas where established standards are not being met and where uniformity would benefit service delivery and public safety.

MAJ Response:

- In 2010 the Province amended s.40 of the *Police Act* to allow for the establishment of BC Provincial Policing Standards (BCPPS) which are legally binding on all police agencies in B.C.
- Currently, the authority to set BCPPS extends to: Use of Force; Training; Facilities; and Equipment. An underlying principle of BCPPS development is to standardize practices, training, facilities and equipment when possible across the province (notwithstanding municipal boundaries, adjacent or otherwise).
- A number of BCPPS came into effect on January 30, 2012 including those:
    - Developed as a direct consequence of recommendations made by Justice Braidwood in his review of the death of Robert Dziekanski. BCPPS now govern issues around Conducted Energy Weapons such as threshold of use, training and data collection.
    - Developed to address gaps in the regulatory scheme once the *Police Act* amendment came into effect (i.e., BCPPS to replace the repealed Use of Force and Rules Regarding Training Regulations); and
    - Developed as a consequence from the coroner's inquiry involving the death of Ian Bush to ensure that appropriate video coverage is in place in all police buildings.
- In 2011 the Province introduced additional amendments to s.40 of the *Police Act* to extend the standard making authority to include police major case management practices. A focal point of development will be to ensure standardization of major case management policies and procedures across all police agencies.
- Under the *Police Act*, municipalities with 5,000 population or greater are responsible for providing policing within their municipal boundaries in accordance with the *Act*, its' Regulations and the Director's Standards.

- The Province believes that, through integration and consolidation of police services, we will ensure effective and efficient policing throughout BC. Our goal is to centralize those services that are highly technical, capital intensive and specialized, while at the same time de-centralizing those functions that provide service directly to the public.
- JAG has taken a leadership role in the integration of police services and has been working with police agencies on the consolidation and integration of services throughout the province for several years. Examples include the province-wide records management system (PRIME), the Integrated Homicide Team, the Combined Forces Special Enforcement Unit, and the Vancouver Island Integrated Major Crime Unit.

Ministry of Public Safety and Solicitor General
Police Services Division
Discussion Paper

Topic: Regionalization vs. Integration of Police Services

Current Situation:

Government's response to calls for regionalizing police services has been to:

- confirm commitment to the current integration strategy of centralizing highly technical, capital intensive and specialized services while leaving services that interface directly with the public (patrol, traffic, community relations) in the hands of local police;
- engage the policing community in discussion about whether or not it would be beneficial to further integrate units targeting organized crime and other specialized services; and,
- engage the larger community in discussions regarding the benefits of pursuing a regional policing model in the lower mainland (e.g. Regionalization Forum).

Background:

Regionalization

At least nine studies respecting the regionalization of police forces in British Columbia were conducted between 1984 and 1995. Many of those studies were supportive in theory - citing anticipated benefits relating to effectiveness, fairness and cost. More specifically, the benefits of regionalization were expected to include:

- improved coordination and communication across municipal boundaries leading to increased effectiveness in crime prevention and suppression;
- having the volume of members required to create specialized units (youth crime, homicide) to address area-wide problems with expertise and focus that smaller, separate agencies could not match;
- uniform and coordinated standards for recruitment, training and service provision;
- ability to purchase sophisticated equipment that small departments could not afford on their own;
- enhanced career opportunities for members;
- all citizens paying equally for police service and receive the same level of service across the region (vs. some municipalities paying more and receiving a higher level or vice-versa);
- uniformity of enforcement standards across the region; and,
- cost savings through economies of scale, reduced duplication of administrative and operational services, reduced overtime and fewer buildings/capital expenditures.

However, the studies also recognized that little work had been done to actually evaluate the results of the regional policing experience in other jurisdictions to substantiate the perceived benefits.

Throughout the BC regionalization studies municipalities expressed concerns:

- that local control over the level of police services provided in the municipality would be lost;
- that police would become too remote from local issues; and,
- that a regionalized policing model would inhibit community policing.

Note that regionalization of police services in other parts of Canada has largely been accomplished following the amalgamation or regionalization of local municipal governments. Municipalities fear that under a regional model their local police resources will be shifted at their expense to provide service to the core crime areas of the region.

One of the more recent reports (1994, Graham L.) examined the results of public attitude surveys and submissions to the *Oppal Commission* from police departments, police boards and municipal councils. It found that public perceptions of the quality of policing varied slightly by jurisdiction, with smaller jurisdictions rating the police more favourably than larger ones. While the public were generally satisfied with the quality of the policing services, they wanted more police, more police visibility, and more patrols. While there was support for the rationalization of the delivery of some policing services, there was a lack of support for amalgamation of police agencies.

Most Chief Constables recognized a need for more specialized and cooperative law enforcement, but did not necessarily view regionalization as the appropriate mechanism. Many stakeholders were very concerned about the political, logistical, financial and legal implications of full-scale regionalization.

After examining a number of previously published reports concerning regionalization, including those reports prepared specifically for the Commission of Inquiry, Justice Oppal's (1994) ultimately did not recommend amalgamation of police services due to the lack of public interest and political will to do so. A comprehensive examination and cost-benefit analysis of regionalization was beyond the scope of the Inquiry. The Inquiry did recommend regional integration of specific services, such as communication systems and major crime. <The major findings of the Oppal report are attached in Appendix A.>

In the Lower Mainland, the RCMP are regionalized and provide services to a large portion of the population. While there are potentially compelling arguments to support full regionalization in the Lower Mainland, there is no clear evidence that regionalization will address all of the challenges associated with policing a large metropolitan area and government is not convinced that municipalities and their constituents support the concept.

<A summary of regionalization efforts in other Canadian jurisdictions is attached as Appendix B.>

Integration

The existing integration strategy was to some extent borne of the lack of political will and public support for regionalization in the 1990's. Integration draws together police officers from different municipalities to provide a single, specialized service to all member municipalities. A list of integrated units is attached (Appendix C).

Cited benefits of integration echo those of regionalization: improved cooperation and coordination among law enforcement agencies, administrative and operational efficiencies, leveraging expertise, and consistent standards of service across municipalities. Integration can also offer members career development opportunities that they may not otherwise realize through their smaller, local forces. A key attribute of the integration model is that efficiencies realized through integration of special services create opportunities to redeploy resources to front line policing, which in turn enhances community and local policing initiatives.

The 1994 Graham report noted above also examined some alternatives to full-scale regionalization. BC has followed through on these concepts to address critical problems that are created by fragmented policing structures:

- establish common police radio communications and information systems to improve communication among different agencies (PRIME, ECOMM and CREST);
- more systematic use of formal agreements between police departments/detachments for the provision of certain services to ensure consistent standards of service and realize efficiencies (e.g. Saanich and Oak Bay have an agreement whereby Saanich provides Oak Bay with all specialized investigative services leaving Oak Bay members to focus on community policing/patrol);
- establish centralized police service units on a regional basis (e.g. IHIT, CMET, IGTF); and,
- establish tiered police services (which the RCMP are currently pursuing through a Community Safety Officer pilot in communities such as Surrey).

A more recent article by Dominic Wood (2007) in the Police Practice and Research Journal supports the BC approach – "allowing local control over normal police services whilst at the same time increasing provision of certain services at a regional level as and when it is deemed appropriate to do so." The current rationalization and integration approach allows governments and the police to consider what is the most appropriate organizational structure for each service in a given region, rather than adopting a wholesale regionalization approach.

While evaluations appear to be rare, BC did conduct an evaluation of the CRD Integrated Road Safety Unit – comparing the traffic enforcement model of 2003 with the integrated 2006 model - which found positive benefits of:

- a 166% increase in traffic violation tickets;
- the cost per violation ticket was almost 50% of the cost of the previous model;
- the $1.44 million investment realizes $3.75 million in economic benefits to the province; and,
- a 9.1% reduction in total police-reported collisions and a 8.7% reduction in police-reported traffic injury collisions over the 2000 to 2004 averages.

Integrating the Integrated

The Coordinated Law Enforcement Unit (now Combined Forces Special Enforcement Unit) was created in the 1980's to target high level organized crime in BC. In 2003, a decade of violence/murders among gang members in the Indo-Canadian community

prompted the creation of the Integrated Gang Task Force to focus specifically on gang violence and prevention/education. As these two organizations developed intelligence about their targets and learned more about the fluid nature of arrangements between gangs and organized crime, it became apparent that a greater union of the two should be explored, particularly in a time of scarce, experienced, specialized resources. Police Services Division used federal funding provided through the Police Officer Recruitment Fund to better coordinate cross organized crime initiatives under one integrated umbrella.

Prepared by Police Services Division
February 2012

Appendix A

Major findings of the Oppal review of regionalization included:

- BC had not seen the growth of small independent police departments that has prompted regionalization in some of the other provinces. However, it is difficult to coordinate policing in BC, particularly in the two large urban areas where independent forces are intermingled with numerous RCMP detachments. This situation is complicated by the fact that the RCMP are not subject to provincial legislation, standards and policy governing policing.

- The major barriers to regionalization include: loss of local control; loss of resources; loss of local police identity; loss of community-based policing; and opposition from the police.

- The major incentives to implement regionalization include: cooperative law enforcement; capacity to deliver specialized services; law enforcement equity; and personnel development.

- In general, most British Columbians surveyed for the purposes of the Commission were satisfied with the quality of policing services they received. However, many also felt that the level of policing and police visibility was inadequate to the meet the needs of their communities.

- Most stakeholders did not support amalgamation or regionalization of police services; other stakeholders, including most Chief Constables and some municipal officials, did recognize the growing need for more effective, specialized, and cooperative law enforcement.

- Full amalgamation of police services, particularly in large urban areas, cannot be justified simply on the basis of economy.

- Questions concerning the accountability of regional forces include: To which city or municipality would a regional force be accountable? Is it appropriate for a regional district to oversee and manage a police force? Can amalgamation of police forces be properly accomplished in the absence of amalgamation of local governments?

Appendix B

Other Jurisdictions:

Regionalized policing is not new to Canada. At the national level, the RCMP operates a nation-wide regional police force, while at the provincial level, the Ontario Provincial Police (OPP) and the Sûreté du Québec provide regional services within their jurisdictions. Municipal force regionalization began in the 1960s.

Between 1962 and 1977, 150 municipal police forces in Ontario were involved in some form of regionalization. Ten regional police forces were created to provide policing to 50% of Ontario's population. Ontario started its regionalization movement in the 1950's, with the establishment of the Metropolitan Toronto Police Department. Regionalization of policing services was further facilitated in 1967 by the provincially imposed regionalization of 13 local governments into six municipalities. This arrangement lasted until 1998 when the regional level of government was abolished and the six municipalities (Toronto, Etobicoke, North York, East York, York and Scarborough) were amalgamated by the Provincial Government into a single municipality or "megacity". The Toronto Police Service was subsequently formed from the Metropolitan Toronto Police Department.

Similar to Ontario, extensive regionalization of policing took place in Quebec in the 1970's and 1980's, which was a consequence, for the most part, of the amalgamation of municipalities. Regionalization was considered to be a beneficial approach to service delivery in the province and was supported by the provincial government. Unlike Ontario, the amalgamation of municipalities in Quebec was voluntary and was not imposed by the provincial government, and Quebec has recently undertaken further restructuring

The regionalization of police services in the city of Winnipeg was a direct consequence of local government amalgamation. Several suburban police forces around Winnipeg were regionalized and became the Winnipeg Police Department.

The regionalization of police services in other parts of Canada has largely been accomplished following the amalgamation or regionalization of local municipal governments.

Appendix C

Integrated Teams
15 Provincial Integrated Teams
Combined Forces Special Enforcement Unit
Hate Crime Task Force * **(Note 1)**
Integrated Aboriginal Team * **(Note 1)**
Integrated Child Exploitation Team
Integrated Gang Task Force
Integrated Road Safety Unit (incl. IMPACT, Bait Car, Camera Unit)
Integrated Sexual Predator Observation Team
Integrated Technological Crime Unit
Integrated Threat Evaluation and Management
Integrated Witness Protection Services
Lower Mainland District Helicopter Patrol Unit
National Sex Offender Registry/ISPIN
Police Officer Recruitment Fund (PORF) ***(Note 2)**
Project Evenhanded
Unsolved Homicide Unit
Sub-total - Provincial Integrated Teams
5 Regional Integrated Teams
Emergency Response Team/Public Safety Unit
Forensic Ident Section
Integrated Collision Analyst Reconstruction Section
Integrated Homicide Investigation Team
Police Dogs Service
Sub-total - Regional Integrated Teams
4 Federal Integrated Teams
Coordinated Marijuana Enforcement Team
Integrated Border Enforcement Team
Integrated National Security Enforcement Team
Integrated Proceeds of Crime
Sub-total - Federal Integrated Teams
Grand Total (24 Teams)

* (Note 1): New teams
* (Note 2): New team consists of units such as the Violence Suppression Team (also called Uniformed Team) and other projects created to combat organized crime, using PORF funding provided by Federal Gov't

British Columbia Policing and Community Safety Plan

December 2013

BRITISH COLUMBIA | Ministry of Justice

Contents

Minister's message 2

Executive Summary 3

PART I – Policing in British Columbia Today 7

Structure and funding 7
- *RCMP federal force* 7
- *RCMP provincial force* 8
- *Municipal policing* 8
- *First Nations policing* 9

Accountability mechanisms 10
- *Civilian oversight* 10
- *Governance* 12
- *Provincial government* 12

Reform initiatives underway or recently completed 14
- *RCMP policing agreements* 14
- *Integration* 15
- *PRIME-BC renewal* 16
- *British Columbia Provincial Policing Standards* 16
- *Focus on domestic violence* 17
- *Focus on police training* 18
- *Federal Provincial Territorial initiatives (FPT)* 19

Current drivers of reform 19
- *Families First Agenda for Change* 19
- *Ministry of Justice reform initiatives* 19
- *The Missing Women Commission of Inquiry Recommendations* 20
- *The rising cost of policing* 20

Engagement activities 21
- *Regional community and stakeholder roundtables* 21
- *Focus group meetings* 22
- *Interactive website* 22
- *Telephone survey* 23
- *Release of the draft* British Columbia Policing and Community Safety Plan *for consultation* 23

PART II – *British Columbia Policing and Community Safety Plan* 24

Introduction 24

Vision and Values 24
- *Vision* 24
- *Values* 24

Themes and Action Items 26

Theme #1 – Rational and Equitable: policing is structured, governed and funded in a rational and equitable manner 26
- *Enhance structure and funding options for policing* 26
- *Enhance the continuum of policing and public security options available* 28
- *First Nations policing* 28

Theme #2 – Accountable: police are accountable to civilian authority 29
- *Enhance community engagement* 29
- *Strengthen police board ability to effectively govern* 30
- *Support bias-free and equitable policing* 30
- *Develop provincial policing standards* 31

Theme #3 – Collaborative: police, governments and communities work collaboratively to meet justice and community safety goals 33
- *Enhance community safety* 33
- *Support anti-gang initiatives* 35
- *Multi-agency consultation and collaboration* 36

Theme #4 – Protect Vulnerable Persons: police and the provincial government are committed to protecting vulnerable persons 37
- *Support cultural awareness training* 37
- *Develop police-related strategies for persons in crisis with mental illness and/or addictions* 37
- *Legal reforms to protect vulnerable and marginalized persons* 38

Theme #5 – Effective: police have modern tools, information and training to deliver effective policing services 39
- *Enhanced criminal intelligence* 39
- *Performance management based on quality police data* 40
- *Review* Police Act 40

Conclusion 42

APPENDIX A: Community Consultation and Stakeholder Engagement in the Development of the *British Columbia Policing and Community Safety Plan* 49

APPENDIX B: Milestones in the History of Policing in British Columbia 57

References 64

List of Acronyms 66

Page 26 of 404 PSS-2018-86101

Minister's message



The British Columbia Policing and Community Safety Plan *represents a culmination of commitments.*

It fulfills our government's and Premier Christy Clark's overarching commitment to develop a long-term, strategic plan for policing in B.C. It also reflects time and thoughtful input invested by various stakeholders – from professionals and academics in the justice sector and related fields like health and social services, to British Columbians interested in furthering safety on the streets where they live, work and play. I offer my sincere thanks to all who have contributed to this valuable exercise.

Policing is inherently dynamic. Many of the tools that enable today's intelligence-led approaches to investigations, targeted use of police resources, and ability to gather and analyze even traces of evidence have emerged or improved in the last decade. Similarly, changes in how society interacts, communicates, conducts business and uses technology have allowed crime to change and evolve. In developing our *Plan*, we've sought to identify and respond to what is working now, what could work better, and what may need to change in the future to keep advancing public safety. At the same time, we remain mindful that maximizing the effectiveness and relevance of the *Plan* may require further flexibility as it rolls out.

We have a strong foundation to build on: the lowest crime rate in four decades, various tough and leading-edge approaches to specific safety concerns, policing that British Columbians say they have confidence in, a complement of police officers that numbers more than 9,000 strong, and a vast array of school- and community-led groups, agencies and programs focused on making our communities stronger and safer.

Our challenge is to continue to meet diverse policing needs – a challenge made clearer through the engagement process that preceded our development of the *Plan*. That process took us to every region of B.C. Focus groups met to discuss the results of nine regional community and stakeholder roundtables, and consultation extended through a blog and a telephone survey.

Another profound, recent development shaped our *Plan*: Commissioner Wally Oppal's 2012 report *Forsaken: The Report of the Missing Women Commission of Inquiry*. We have come a long way in the past decade, with many important changes and improvements to how police communicate and collaborate across jurisdictional boundaries. Moving forward, we have now begun or completed work on half of the recommendations that Commissioner Oppal directed to the province. As this *Plan* rolls out, continuing the work on the recommendations will remain a top priority for my ministry.

One other source of inspiration and direction for our *Plan* deserves mention here: my mandate letter sets out the priority of making the most of the $1 billion that we invest in public safety and the justice system each year. For policing, this means making every dollar contribute as much as possible to furthering public safety. We can do this by empowering police to collaborate, share intelligence and communicate more effectively across jurisdictional boundaries; by bringing together experts to solve specific types of crime, while maintaining knowledgeable, trusted, local policing; and by strengthening relationships and trust between police and First Nations, and between police and marginalized citizens.

The themes and action items in this *Plan* will move us toward these ends and the safer, stronger communities we want for ourselves and our families.

Honourable Suzanne Anton, QC
Attorney General and Minister of Justice

Page 27 of 404 PSS-2018-86101

Executive Summary

Introduction

The *British Columbia Policing and Community Safety Plan* (the *Plan*) meets the Premier's commitment to develop a long-term, strategic plan for policing. The *Plan* presents a framework for decisions and action toward a modernized policing and law enforcement framework for B.C.

This *Plan* is grounded in an understanding of the province's policing history, current policing issues and anticipated, future challenges. It is also influenced by broader trends in policing and government today – such as greater expectations for accountability and cost-effectiveness – and addresses some related issues that are beyond the scope of policing, such as mental health challenges. The *Plan* reflects findings and strategies that emerged during an extensive stakeholder and public engagement process, plus priorities identified through *Forsaken: The Report of the Missing Women Commission of Inquiry* (*MWCI Report*) and government's justice reform initiative.

Although designed to guide reform over the next three, five and 10 years, the *Plan* will be a living document, reviewed every year by the Ministry of Justice and updated as needed.

Organization

The *Plan* is presented in two parts, with two appendices and one online supplement.

Policing in British Columbia Today contains a detailed discussion of B.C.'s existing police structure and funding arrangements, plus an overview of existing oversight and governance mechanisms. Police reform initiatives, current drivers of reform, and details of how the *Plan* developed are discussed. This part gives a sense of the historical context and current realities guiding the evolution of the *Plan*.

British Columbia Policing and Community Safety Plan presents a vision for policing in B.C., organized around five themes with 16 accompanying action items. The *Plan* also provides information on progress to date on these items.

The appendices detail the findings from the community consultation and stakeholder engagement process and include a discussion of key milestones in the history of policing in B.C.

The supplement reports the findings of a public survey conducted toward developing the *Plan*; it is posted at: ***www.pssg.gov.bc.ca/policeservices/publications-index/index.htm***

PART I: Policing in British Columbia Today

Policing in B.C. is provided mainly by the RCMP (which provides federal, provincial and municipal policing), 11 municipal police departments and one First Nations Administered Police Service. Several agencies such as the South Coast British Columbia Transit Authority Police Service provide supplemental policing. As well, a number of integrated police units and structures operate throughout the province.

■ Accountability mechanisms

Accountability mechanisms are systems, authorities or procedures that hold police accountable to citizens or government. Many have emerged or evolved over the past decade. They include civilian oversight bodies such as the Independent Investigations Office and governance mechanisms such as police boards.

■ Reform initiatives underway or recently completed

These include the renewed 2012 policing *Agreements* that provide enhanced accountability of the RCMP to the provincial government; collaboration with the policing community to promote integration and consolidation of services; renewal and the expansion of the functionality of the shared police records management system known as PRIME-BC; the setting of binding provincial policing standards for all B.C. police agencies; significant enhancements to training related to dealing with domestic violence cases; and standardization and restructuring of police training to enhance efficiency, effectiveness and accountability.

■ Current drivers of reform

The *Plan* meets the Premier's commitment to develop a long-term, strategic plan for policing, per the *Families First Agenda for Change*. Other drivers of reform include the Province of British Columbia's overall justice reform initiative, the recommendations of the *Missing Women Commission of Inquiry* and concern at all levels of government about the rising cost and sustainability of policing.

■ Engagement activities

A unique feature of the *Plan* is the community consultation and stakeholder engagement involved in its development. The *Plan* details the five engagement activities undertaken.

PART II – *British Columbia Policing and Community Safety Plan*

The *Plan* will guide the evolution of a modern policing and law enforcement framework for B.C. over the next decade. The *Plan* includes a vision and values for policing, and is organized around five themes and, within them, 16 action items.

■ Vision

Policing in British Columbia will be globally connected and community focused. Innovative, effectively governed and efficiently managed, it will operate seamlessly and collaboratively across a spectrum of law enforcement and security responses to public safety. Policing will be accountable, performance-based and evidence-led, and will work in an integrated manner with justice, social sector and community partners.

■ Values

The provincial government is committed to integrity, fiscal responsibility, accountability, respect and choice. More specifically, eight values underlying the development of the *Plan* are included. They relate to the independence and accountability of police, funding responsibilities, bias-free policing, relationships between police and First Nations, service delivery and governance, the importance of local input and support to any police reform initiatives, and the importance of ensuring reform initiatives are research- and performance-based and have measurable outcomes.

■ Theme #1 – Rational and Equitable: Policing is structured, governed and funded in a rational and equitable manner

ACTION ITEM #1: The Ministry of Justice will work in collaboration and consultation with local governments, other key stakeholders and a committee of external experts to:

a. Define and clarify policing responsibilities at the federal, provincial and municipal government levels;

b. Consider models of service delivery ranging from further integration to the regional delivery of services while retaining local community-focused policing; and,

c. Develop options for funding/financing models that reflect each level of government's policing responsibility and distribute costs accordingly.

ACTION ITEM #2: The Ministry of Justice will develop a public safety model including existing and new categories of law enforcement personnel to provide cost-effective services in support of policing.

ACTION ITEM #3: In consultation with First Nations, police, the Ministry of Aboriginal Relations and Reconciliation, local governments and the federal government, the Ministry of Justice will reform the service delivery framework of the First Nations Policing Program in British Columbia.

■ Theme #2 – Accountable: Police are accountable to civilian authority

ACTION ITEM #4: In support of community-based policing, the Ministry of Justice will ensure that British Columbia communities have meaningful opportunities for significant input into local policing.

ACTION ITEM #5: The Ministry of Justice will review the current police board structure, function and training, and make enhancements and improvements where necessary.

ACTION ITEM #6: The Ministry of Justice will conduct a study to examine the practices and policies of police agencies in British Columbia related to ensuring bias-free policing and will, where required, ensure that audits are completed related to bias-free policing and the equitable treatment of all persons.

ACTION ITEM #7: The Ministry of Justice will continue developing provincial standards for police agencies in the province. Priority will be given to standards consistent with those recommended by Commissioner Oppal in the *MWCI Report* governing the investigation of missing persons, complex investigations involving serious crime and inter-agency co-operation.

■ Theme #3 – Collaborative: Police, governments and communities work collaboratively to meet justice and community safety goals

ACTION ITEM #8: In support of enhancing community safety, the Ministry of Justice will work with stakeholders to develop strategies to:

a. Support crime prevention efforts;

b. Support province-led crime reduction initiatives; and,

c. Support further development of civil/administrative law strategies to enhance community safety.

ACTION ITEM #9: The Ministry of Justice will, in collaboration with the Combined Forces Special Enforcement Unit and the Organized Crime Agency of BC, conduct a review of anti-gang initiatives within the province and elsewhere to:

a. Identify potential further civil/administrative law strategies to complement existing enforcement efforts;

b. Enhance the coordination of anti-gang enforcement and disruption efforts between all police agencies through provincial policing standards; and,

c. Implement a province wide anti-gang prevention campaign aimed at deterring at-risk youth from becoming involved in gangs.

ACTION ITEM #10: The Ministry of Justice will strike a cross-government Working Group to:

a. Review and examine existing cross-jurisdictional models of multi-agency collaboration and inter-sectoral service integration;

b. Review existing legislation and policies to identify gaps and barriers to information sharing among agencies; and,

c. Make recommendations to partners and stakeholders for the creation of policies and/or a framework to address gaps to information sharing and to improve integration and multi-agency collaboration on topics of mutual concern to the social services ministries and agencies.

■ Theme #4 – Protect Vulnerable Persons: Police and the provincial government are committed to protecting vulnerable persons

ACTION ITEM #11: The Ministry of Justice will ensure the development and delivery of cultural awareness and sensitivity training for all police officers in British Columbia, consistent with the recommendations in the *MWCI Report*.

ACTION ITEM #12: The Ministry of Justice will: work with stakeholders to promote best practices and expand successful policing strategies such as integrated police/health initiatives across the province; and conduct a study to examine contact between police officers and persons with a mental illness and/or addictions to develop resource-efficient and effective strategies for these interactions.

ACTION ITEM #13: Consistent with the recommendations in the *MWCI Report*, the Ministry of Justice will evaluate possible missing persons legislation to grant speedy access to personal information of missing persons consistent with privacy laws, and evaluate a statutory provision on the legal duty to warn with a protocol on how it should be interpreted and applied.

■ Theme #5 – Effective: Police have modern tools, information and training to deliver effective policing services

ACTION ITEM #14: Consistent with the recommendations in the *MWCI Report*, the Ministry of Justice will foster intelligence-led policing by supporting the implementation of a regional Real Time Intelligence Centre (RTIC) scalable to the province.

ACTION ITEM #15: The Ministry of Justice will work with key stakeholders and academia to develop a performance management framework and enhance the quality and availability of police data to measure policing in a consistent manner across the province and support better performance management practices.

Action Item #16: The Ministry of Justice will conduct a comprehensive review of the *Police Act* to assess its relevance to support the changing and complex environment of policing in British Columbia.

PART I – Policing in British Columbia Today

Structure and funding

Policing in Canada is a shared responsibility between federal, provincial/territorial and municipal governments. Under the *Constitution Act, 1867*, the federal government has the exclusive authority to enact legislation regarding criminal law and procedure. In addition, the federal government is responsible for providing a federal police force to enforce federal statutes and to protect national security. The *Constitution Act, 1867*, delegates responsibility for the administration of justice, which includes policing, to provincial governments. Each province has legislation that sets out the terms by which police are governed. Provincial governments may delegate responsibility for policing within municipal boundaries to the municipality. Under the British Columbia *Police Act*, municipalities 5,000 population and over are responsible for providing police services within their municipal boundaries. They may do so by either establishing a municipal police department or entering into an agreement to have municipal policing provided by another municipal police department or the provincial police force, which in British Columbia is the Royal Canadian Mounted Police (RCMP).

In British Columbia, policing is provided mainly by the RCMP (which provides federal, provincial and municipal policing), 11 municipal police departments and one First Nations Administered Police Service. There are also several agencies that provide supplemental or "designated" policing in the province; that is, they are mandated to provide policing in geographic areas already served by provincial or municipal police agencies but for a specific purpose. For example, in the Lower Mainland area of the province, the South Coast British Columbia Transit Authority Police Service (SCBCTAPS) is a designated police unit that provides policing on and around the transit system, supplemental to the jurisdictional police. Similarly, the Canadian National and Canadian Pacific railway police forces provide specialized law enforcement within the province. There are also enhanced police services at the Vancouver International Airport and enhanced First Nations police services.

In addition, there are a number of integrated police units and structures operating throughout the province. These provide specialized police services through multi-agency collaboration leveraging the cumulative strength of those agencies though enhanced information-sharing and consolidation of efforts. A variety of funding and governance structures are in place.

In Canada, local levels of government contribute the most funding to policing. In British Columbia, based on 2012 spending, 65 per cent of expenditures were borne by municipal governments; the remainder was split between the provincial and federal governments.[1] Ultimately, property tax payers fund the bulk of policing costs.

■ RCMP federal force

The RCMP is Canada's national police force. Established under the *RCMP Act*, the RCMP is unique in that it serves as a federal, provincial and municipal police service. The RCMP falls within the portfolio of the Minister of Public Safety Canada and operates under the direction of the RCMP Commissioner. As the federal police force, the RCMP enforces federal statutes across the province and is responsible for border integrity, national security, drugs and organized crime, financial crime and international policing.

In 2012, the authorized strength of the federal force in British Columbia was 1,028, including 140 protective policing positions. The federal government pays 100 per cent of the cost of the federal force.

1 Police Services Division, Policing and Security Branch, Ministry of Justice.

RCMP provincial force

In March 2012, the provincial government renewed its 20-year *Provincial Police Service Agreement* (*PPSA*) with the Government of Canada to contract the RCMP as British Columbia's Provincial Police Force. Under the terms of the *PPSA*, rural or unincorporated areas of British Columbia are policed by the Provincial Police Force, with the provincial government paying 70 per cent of the cost-base described in the agreements, and the federal government paying the remaining 30 per cent in recognition of the benefits gained from the RCMP acting as the Provincial Police Force. These benefits include facilitating the flow of intelligence between all levels of policing, having RCMP members available for redeployment for emergencies or large events, and sharing the costs and use of common police and administration services.

The Provincial Police Force can be broken into two main categories: detachment policing and the provincial force infrastructure. Detachment policing provides local police services to municipalities under 5,000 population and unincorporated (rural) areas throughout the province by means of uniformed patrols, response-to-call duties, investigative services, community-based policing, traffic enforcement, and administrative support to provincial detachments.

A portion of the provincial cost is recovered through the provincial police tax. In 2007, property owners in municipalities under 5,000 population and unincorporated (rural) areas began to pay the provincial police tax which covers a portion (less than 50 per cent) of the general duty and general investigative police services provided by the Provincial Police Force.

The Provincial Police Force infrastructure includes capital-intensive services such as marine and air capabilities, and provincial Operational Communications Centres which provide emergency communication (e.g., 9-1-1, Dispatch) services to all provincial and municipal police units outside of the Lower Mainland. The Provincial Police Force also provides traffic enforcement on all provincial highways; the capacity and expertise to resolve high risk incidents; target organized crime, gang violence, and serial crimes; as well as to provide security and policing services for large scale community events and emergencies. The Provincial Police Force provides services to the entire province including areas policed by municipal police departments and designated police units such as the SCBCTAPS.

In 2012, the Provincial Police Force authorized strength was 2,602, including 769 members providing general duty and general investigative services at provincial detachments.

Municipal policing

Under the *Police Act* a municipality must assume responsibility for its police services when, as recorded by a Canada Census, its population reaches 5,000 persons. These municipalities may form their own municipal police department, contract with an existing municipal police department, or contract with the provincial government for RCMP municipal police services.

In 2012, there were 74 municipalities in British Columbia responsible for providing police services within their municipal boundaries. Twelve municipalities were policed by municipal police departments and 62 were policed by the RCMP.

MUNICIPAL POLICE DEPARTMENTS

Currently, 12 municipalities in the province are policed by 11 municipal police departments. The municipal police departments are the:

- Vancouver Police Department,
- Victoria Police Department (which polices the City of Victoria and the Township of Esquimalt),
- Saanich Police Department,
- Central Saanich Police Service,
- Oak Bay Police Department,
- Delta Police Department,
- Abbotsford Police Department,
- New Westminster Police Department,
- West Vancouver Police Department,
- Nelson Police Department, and
- Port Moody Police Department.

In 2012, the authorized strength of the municipal police departments was 2,413 officers, including adjustments to account for the departments' participation in the Lower Mainland regional integrated teams.

RCMP MUNICIPAL FORCES

The *Municipal Police Service Agreement* (*MPSA*) is signed by the provincial and federal governments. This agreement allows the provincial government to sub-contract the RCMP to municipalities with populations 5,000 and over for police services. To contract RCMP municipal services, a municipality must sign a *Municipal Police Unit Agreement* (*MPUA*) with the provincial government. In 2012, there were 62 municipalities in British Columbia that contracted with the provincial government for RCMP municipal police services.

The terms of the *MPSA* and the *MPUA* require that municipalities between 5,000 and 14,999 population pay 70 per cent of the RCMP cost-base; municipalities 15,000 population and over pay 90 per cent. The remaining 30 per cent and 10 per cent, respectively, are paid by the federal government. Municipalities are responsible for 100 per cent of certain costs, such as accommodation (i.e., the detachment) and support staff.

In addition to standalone detachments serving individual municipalities, the RCMP operates regional and integrated detachments in many areas of the province. An integrated detachment is comprised of two or more provincial and/or municipal police units working out of the same detachment building. In integrated detachments, RCMP members from each policing unit report to one commanding officer and usually provide police services to the combined provincial and municipal policing areas.

The regional detachment structure adds another layer to integration. Regional detachments offer a central point of management, coordination and comptrollership for multiple integrated or stand-alone detachments in the area. These types of arrangements allow for specialized and/or administrative police services to be delivered regionally.

In 2012, the authorized strength of the RCMP municipal forces was 3,463 members, including adjustments to account for the municipalities' participation in the Lower Mainland regional integrated teams.

First Nations policing

The First Nations Policing Program was introduced in June of 1991 by the Government of Canada, giving First Nations communities the opportunity to participate with provincial and federal governments in the development of dedicated policing delivered by the RCMP to serve their communities. The First Nations Policing

Program is intended to provide accountable and effective policing services that are culturally sensitive and responsive to the particular needs of First Nations communities.

FIRST NATIONS COMMUNITY POLICING SERVICES (FNCPS)

On April 1, 2006, a *Framework Agreement* between the federal and provincial governments for RCMP-FNCPS in the Province of British Columbia was signed. In 2012, the FNCPS had an authorized strength of 108.5 RCMP officers who provided dedicated police services to 131 First Nations communities in British Columbia through 53 Agreements (CTAs). Each FNCPS unit is established under a tripartite agreement between the provincial government, the federal government and the participating Band(s). The provincial share of funding the FNCPS is 48 per cent and the federal share is 52 per cent.

The Province of British Columbia and Canada are currently in negotiations to establish a new framework agreement that would support the provision of policing services through the RCMP First Nation Community Police Service. This agreement provides the opportunity for communities to play a role in establishing policing goals, objectives and priorities that reflect the culture and traditions of these communities.

INTEGRATED FIRST NATIONS POLICE UNITS

In 2007, a policing agreement was signed by the Province of British Columbia, the District of West Vancouver, and the Squamish and Tsleil-Waututh First Nations to create an Integrated First Nations policing unit comprised of RCMP and West Vancouver Police Department members. This policing arrangement covers reserve lands located in North Vancouver, West Vancouver and the Squamish Valley.

In this same year, a policing agreement was signed by the Government of Canada, the Province of British Columbia, the Corporation of Delta and the Tsawwassen First Nation to deliver enhanced policing to the Tsawwassen First Nation by the Delta Police Department. The funding of this agreement is shared by the provincial and federal governments, 48 per cent and 52 per cent respectively. There is currently one member providing enhanced policing under this agreement.

FIRST NATIONS ADMINISTERED POLICE SERVICES (FNAPS)

There is one First Nations Administered Police Service (FNAPS) in British Columbia, the Stl'atl'imx Tribal Police Service. This police service is a designated policing unit, with governance provided by a police board whose members are selected from the communities served. Police officers recruited by the police board are either experienced officers or graduates from the Justice Institute of British Columbia Police Academy. All officers are appointed under the *Police Act*. In 2012, the Stl'atl'imx Tribal Police Service had an authorized strength of eight police officers.

Accountability mechanisms

Discussions around police accountability are often interspersed with terms such as 'oversight', 'superintend' and 'governance', as well as 'civilian oversight' or 'civilian governance'. Within the context of this *Plan*, the term 'accountability mechanisms' is the umbrella term for those systems, authorities or procedures that hold the police to account to citizens or government in some way. The issue of how best to achieve effective police accountability is one that has been examined and discussed extensively by British Columbians – in particular, over the past decade – resulting in an evolution of accountability mechanisms and systems in the province.

■ Civilian oversight

The current civilian oversight regime in British Columbia is described below, followed by a discussion of governance mechanisms at the municipal and provincial level.

Page 35 of 404 PSS-2018-86101

THE INDEPENDENT INVESTIGATIONS OFFICE

Since September 2012, the Independent Investigations Office (IIO) has conducted investigations into police-related incidents that result in death or serious harm to members of the public. Prior to the IIO's establishment, police forces were calling upon other police forces to conduct such investigations, to ensure that members of a police force would not be investigating members of the same force. The civilian-led IIO's mandate is to conduct investigations with respect to any on or off duty police officer in British Columbia, whether that officer is a municipal officer, a member of the RCMP, member of a designated policing unit, an auxiliary officer or a Special Provincial Constable.

Police agencies are required under the *Police Act* to contact the IIO when an incident occurs that may fall within the IIO's mandate. If the IIO finds the case is within its jurisdiction, it will investigate and determine whether the police officer(s) involved were within their legal authorities. The chief civilian director will then either make a report to Crown counsel indicating that an offence may have occurred, or will determine that an offence did not occur and will release a public report on the investigation and the IIO's findings. The IIO operates under the Ministry of Justice.

THE OFFICE OF THE POLICE COMPLAINT COMMISSIONER

Under the *Police Act*, the Office of the Police Complaint Commissioner (OPCC) is responsible for overseeing the handling of complaints against officers employed by municipal police departments and designated policing units such as the SCBCTAPS and the Stl'atl'imx Tribal Police Service, with respect to professional standards and code of conduct matters.

Members of the public may file complaints directly with the OPCC or directly with a police agency. A complaint may be resolved by informal means, mediation, or through investigation. The police conduct the investigations into public complaints, while the police complaint commissioner oversees those investigations. After the completion of an investigation, disciplinary or corrective measures may be imposed, which can range from the member receiving advice to dismissal. The police complaint commissioner may review the result of the proceeding and, if the result is deemed incorrect, may order a review on the record or a public hearing.

As the police complaint commissioner is an independent officer of the Legislature, the OPCC operates independently of police and government. The OPCC reports directly to the British Columbia Legislative Assembly.

COMMISSION FOR PUBLIC COMPLAINTS AGAINST THE RCMP

The Commission for Public Complaints (CPC) against the RCMP is an independent agency created by Parliament to provide civilian oversight of RCMP members' conduct while on duty. The CPC reports to the Minister of Public Safety Canada. The *RCMP Act* sets out the procedures for complaints against members of the RCMP.

Members of the public may file complaints directly with the CPC. The CPC is mandated to receive complaints about the conduct of RCMP members, conduct reviews when complainants are not satisfied with the RCMP's handling of their complaints, hold hearings or carry out investigations on complaints, and report findings and make recommendations to the Commissioner of the RCMP and the Minister of Public Safety Canada, with the objective of correcting and preventing recurring policing problems.

On June 19, 2013 Bill C-42, the *Enhancing Royal Canadian Mounted Police Accountability Act*, received Royal Assent. This *Act* amends the *RCMP Act* to provide where the actions of a member of the RCMP lead to a serious incident (e.g., death or serious injury) an investigative agency external to the RCMP shall investigate, unless an appropriate investigative agency does not exist.

A further amendment will create a new Civilian Review and Complaints Commission (CRCC) to replace the existing CPC. The CRCC will have the same powers of the former commission, along with enhanced

investigative powers and increased access to information in the possession or under the control of the RCMP, and the ability to summon witnesses, compel the production of documents, and conduct joint investigations with other complaint bodies. The CRCC will be able to assess whether the RCMP is carrying out its activities in accordance with the *RCMP Act* and its policies, procedures and guidelines, and assess the adequacy, appropriateness, sufficiency or clarity of any policy, procedure or guideline related to the operation of the Force.

Members of the RCMP will not be eligible to be appointed as members of the Commission. Other amendments to the *RCMP Act* are intended to modernize the RCMP's discipline, grievance and human resource management framework. These amendments are to come-into-force on a date to be fixed by order of the Governor in Council.

■ Governance

POLICE BOARDS

In British Columbia, a primary civilian governance mechanism for municipal and designated police forces is the police board. Police boards are currently in place for the 11 municipal police departments, the Stl'atl'imx Tribal Police Service, Organized Crime Agency/Combined Forces Special Enforcement Unit (OCA/CFSEU-BC), and the South Coast British Columbia Transportation Authority Police Service. The authority of a police board derives from the *Police Act*.

Municipal police departments are governed by the municipality's civilian police board. The role of the police board is to provide general direction and to, in consultation with the Chief Constable, set the priorities, goals and objectives of the municipal police department, in accordance with relevant legislation and in response to community needs. Each police board is chaired ex-officio by the municipality's mayor, and consists of one person appointed by the municipal council and up to five people appointed by the provincial government.

Entities applying to establish a designated police unit must include in their application a description of the proposed governance board and membership. Appointments are made by the provincial government, in consultation with the entity.

LOCAL POLICE COMMITTEES, THE PROVINCIAL POLICE SERVICE AGREEMENT AND MUNICIPAL POLICE UNIT AGREEMENTS

Municipalities that receive municipal policing from the RCMP (under *Municipal Police Unit Agreement*) do not have municipal police boards. However, there are other mechanisms for civilian governance. Under s. 31-33 of the *Police Act*, local police committees may be formed to promote positive police-community relationships and to identify issues concerning the adequacy of policing. While these sections of the *Police Act* have not been used to create a formal police committee, other advisory committees and community consultative groups are in place in some communities policed by the RCMP. The primary governance mechanisms for policing services provided by the RCMP are the *Provincial Police Service Agreement*, the *Municipal Police Service Agreement* and individual *Municipal Police Unit Agreements*.

■ Provincial government

The *Police Act* sets out the specific policing obligations for which the provincial government is responsible. Section 2 of the *Police Act* states that, "The minister must ensure that an adequate and effective level of policing and law enforcement is maintained throughout British Columbia." Section 39 of the *Act* states that the minister must designate a person employed in the ministry as the director of police services. The director acts on behalf of the minister and is subject to the direction of the minister. Section 39 further states that the director is responsible for superintending policing and law enforcement functions in British Columbia.

Page 37 of 404 PSS-2018-86101

Currently in British Columbia the director of police services is the Assistant Deputy Minister, Policing and Security Branch (PSB), Ministry of Justice. Section 39 of the *Act* allows the director to employ persons necessary to carry out the business of the director's office. Thus, the Policing and Security Branch carries out the responsibility of the director to superintend policing and law enforcement functions and, ultimately, the minister's obligations under the *Police Act*.

POWERS AND RESPONSIBILITIES OF THE MINISTER

The *Police Act* outlines the powers and responsibilities of the minster. They are broad and varied, in order to allow the minister to meet the obligation of ensuring that an adequate and effective level of policing and law enforcement is maintained. The *Act* sets out the circumstances under which the provincial government must provide policing and law enforcement services, and those under which municipalities must be responsible for their services. Even though a municipality may be responsible for its police services, the *Act* gives the power to the minister to provide or reorganize the policing and law enforcement of a municipality, if the minister considers it necessary or desirable.

If a municipality is not fulfilling its obligation to provide adequate policing, the minister may take steps to ensure that adequate policing occurs, including appointing persons as constables to police the municipality or using the Provincial Police Force. Similarly, if the minister receives notification that a policing or law enforcement unit is not complying with the *Act*, the minister may provide policing or law enforcement in place of the designated unit's officers.

Under the agreement for the RCMP to provide a Provincial Police Force, the minister sets the objectives, priorities, and goals of the Provincial Police Force. Further, the *Police Act* provides that the commissioner of the Provincial Police Force is under the minister's direction to implement these objectives, priorities and goals.

POWERS AND RESPONSIBILITIES OF THE DIRECTOR OF POLICE SERVICES

The director is responsible for superintending policing and law enforcement functions in British Columbia. The *Police Act* outlines these responsibilities and specifies ways in which these responsibilities must be carried out. For example, if the director considers that a municipality is not fulfilling its responsibility to provide adequate policing then the director must direct the municipality to correct the failure to comply with the *Police Act*. Another role and responsibility of the director is to support the minister in meeting his or her obligations and to act in an advisory role. The director is to consult with and provide information and advice to the minister, chief civilian director, chief constables, chief officers, boards and committees, on matters related to policing and law enforcement. The *Act* specifies that the director must, on the request of the minister, study, investigate and prepare reports on matters concerning policing, law enforcement and crime prevention. The director may also do so on the director's own initiative or on request of a council or board.

A significant director's function is that of establishing standards and evaluating compliance with such standards. The director's powers to set standards were enhanced when amendments to the *Police Act* gave the director the power to set binding provincial policing standards for all police agencies in British Columbia. The director may inspect the records, operations and systems of administration of any policing or law enforcement operation. The director's functions include reporting on the inspections and maintaining a system of statistical records required to carry out inspections, evaluations and research studies.

THE ROLE OF THE POLICING AND SECURITY BRANCH

The Policing and Security Branch (PSB) has a wide range of responsibilities related to policing, security and public safety. The Branch has two divisions: Police Services Division and Security Programs Division.

Police Services Division assists the director of police services to superintend policing and law enforcement in British Columbia. Responsibilities include: monitoring provincial and municipal RCMP policing agreements; establishing provincial policing standards and monitoring compliance; administering programs such as the organized crime, guns and gangs portfolio, First Nations policing agreements and enhanced road safety initiatives; providing training and support to police governance boards; developing policing policy and legislation; providing leadership with respect to policing services delivery and technology; managing non-police law enforcement appointments and activity (e.g., special provincial constables); and reporting on provincial crime and police data.

Security Programs Division is responsible for regulating the private security industry and administering programs to protect children and vulnerable adults. These include maintaining records of protection orders, and screening persons who work with children and vulnerable adults in provincially funded or regulated occupations. Security Programs Division is also responsible for regulating metal dealers and recyclers, and the sale of body armour and armoured vehicles.

Reform initiatives underway or recently completed

■ RCMP policing agreements

As noted, the Province of British Columbia recently renewed the *RCMP Agreements*. A new preamble has been added which lays the foundation for a strong, collaborative, and cooperative relationship between the contract partners (Public Safety Canada, the RCMP, and the provincial government). The preamble describes the partners' commitment to working together to ensure all contract partners are involved in decisions concerning substantive issues affecting the cost, quality, governance and delivery of services provided by the RCMP Provincial Police Force.

Under the 2012 *Agreements*, the Federal/Provincial/Territorial Contract Management Committee (CMC) replaces the Contract Advisory Committee that was responsible under the 1992 *Agreements* for dealing with issues arising from the implementation of those *Agreements*. The change in terminology ("management" instead of "advisory") reflects the strengthened accountability, governance, and reporting provisions as well as the expanded role of the new committee in managing and implementing the *Agreements*.

As British Columbia's Provincial Police Force, the RCMP delivers services according to the strategic direction of the provincial government. The Minister of Justice sets the objectives, priorities and goals of the Provincial Police Force in line with provincial policing priorities. These are based on local needs, the evolving nature of crime and the specific requirements of policing in British Columbia. The Commanding Officer (CO) must ensure that the deployment of personnel and equipment reflects these priorities. Every year, the CO must submit a report to the minister describing the progress towards implementing and achieving the priorities, goals and objectives. (Article 7)

The Province of British Columbia is responsible for setting standards for all police agencies in the province and new provisions in the 2012 *Agreements* require the Commissioner to meet or exceed these standards.[2] This means all police agencies in British Columbia will be subject to the same provincial standards. Further, when the RCMP is considering changing or creating new national standards, they must table the issue with CMC and seek agreement on a way forward. (sub article 6.5)

2 Unless doing so is not possible because it would contradict the law or negatively affect the RCMP's ability to deliver effective and efficient police services or negatively affect public or officer safety.

A significant addition to the 2012 *Agreements* is the provincial government's ability to have in-depth reviews conducted on issues relating to the Provincial Police Force and RCMP national programs. This is an important mechanism for ensuring services and programs are efficient and effective. These provisions strengthen accountability for financial management and facilitate informed decision-making. (Articles 19 and 21.8)

The provincial government can also be involved in the appointment and replacement of Detachment Commanders for all RCMP detachments in British Columbia as well as determining the number and location of detachments in the province. Local communities may also be consulted in the selection process. (Articles 7 and 8)

While the *Agreements* have a 20-year term, reviews will be conducted every five years. The 1992 *Agreements* also contained a provision for five year reviews but the scope has been expanded in the 2012 *Agreements* to include all substantive issues rather than simply cost items, thus ensuring the *Agreements* remain current and meet the evolving needs of the contract partners.[3] (Article 22)

■ Integration

In collaboration with the policing community, the Province of British Columbia has supported the creation of seamless, integrated, professional police services by promoting the integration and consolidation of services, where appropriate, and providing leadership in the centralization of services that are highly technical, capital intensive and specialized. Over the last decade or more, police leaders and the provincial government have recognized the need for a more integrated, targeted, "evidence-based" approach.

The benefits of targeted policing, integration and consolidation of police services include: reducing duplication and overlap of police services throughout the province, particularly with respect to specialized services; ensuring a more focused, timely and coordinated response to major incidents; allowing agencies to better capitalize on economies of scale; facilitating the use of shared equipment and common technologies; streamlining and reducing overlap of administrative functions; and, ensuring maximum flexibility to investigate crimes that occur across the region.

Currently there are more than 1,100 federal, provincial and municipal officers working together in over 20 integrated teams in British Columbia. The provincial government contributes over $75 million toward integrated teams, municipalities contribute over $35 million and the federal government contributes over $19 million. In British Columbia, there are three broad categories of integrated teams:

- Federal integrated teams are funded primarily by the federal government and include, for example, the Integrated Market Enforcement Team (IMET) and Integrated Border Enforcement Team (IBET);
- Provincial integrated teams are funded primarily by the provincial government and include, for example, the OCA/CFSEU-BC, Integrated Child Exploitation Team (ICE), Hate Crime Task Force (HCT), and Integrated Sexual Predator Observation Team (ISPOT). These teams provide service to all jurisdictions in British Columbia; and,

3 There are other important accountability provisions in the *Agreements*. The CO must inform the minister of any new or outstanding complaints against the Provincial Police Force on a monthly basis. In addition, the CO must consult with the minister on the operational and administrative status, as well as the organizational structure, of the Provincial Police Force at least four times per year (Article 7 and 8). The financial planning and reporting provisions have been enhanced to increase the accountability of the Provincial Police Force and to ensure the provincial government and the RCMP can work together to identify resource requirements, potential risks and efficiencies. Multi-year financial planning, rather than single year planning, is now undertaken. Substantive issues relating to RCMP national programs which are cost-shared by contract partners must be brought before CMC, creating a new level of provincial oversight.

- Regional integrated teams are formed to address concerns or provide services to specific regions of the province. For example, RCMP specialized policing units in the Lower Mainland have been consolidated and now operate under a regional service delivery model. An example is the Integrated Homicide Investigation Team (IHIT) which was created in 2003 to integrate homicide investigations in Lower Mainland municipalities. Other teams include the RCMP Emergency Response Team (ERT), Forensic Identification Services, Police Dog Services and Integrated Collision Analyst Re-constructionists. The costs of these Lower Mainland teams are shared between the participating jurisdictions according to a funding formula.

In addition to integrated teams, Policing and Security Branch supported the integration of RCMP detachments and command structures around the province.[4] Many of these integrated detachments deliver specialized services on a regional basis.

PRIME-BC renewal

In the early 2000s, the provincial government and British Columbia's police agencies partnered to develop a shared police records management and computer-aided dispatch system connecting all municipal police and RCMP detachments. Since that time, PRIME-BC (Police Records Information Management Environment for British Columbia) has evolved into North America's only multi-jurisdictional police information system. Its three interlinking components (Computer Assisted Dispatch, Records Management System, and Mobile Work Stations) create a virtual, real-time connection from police communications centres to mobile units and patrol vehicles. Together, they provide police with instant information on crimes, allowing them to operate in a structured information environment that creates efficiencies and improves analytics.

Now, a decade later, PRIME-BC is poised to move forward and embrace new technologies that extend beyond its original functionality. To support this necessary transformation, and to improve responsiveness and quality of service to police agencies, PRIME-BC will renew its organization and move into the next phase of its evolution. The process of renewal of PRIME-BC has the overall goal of ensuring the organization's efficiency and effectiveness going forward and the continued delivery of fiscally responsible communication and information services to British Columbia's police agencies.

British Columbia Provincial Policing Standards

As noted, one of the director of police services' specific functions is to inspect and report on the quality and standard of policing and law enforcement services delivery.[5] Recently, the director's responsibilities with respect to policing standards were enhanced. Amendments to the *Police Act* were brought into force in January 2012 which established the authority for the director to set binding provincial policing standards for all police agencies in British Columbia. Initially, the scope of this authority included setting standards for police training, the use of force, and places of detention, and equipment and supplies to be used in relation to policing and law enforcement. Recently the scope was broadened to include setting standards related to data collection, cooperation between police agencies and the independent investigations office as well as cooperation and coordination among police agencies on complex investigations.

This new framework establishes a clear authority for the provincial government to set binding provincial policing standards that apply to all police agencies in the province, and can be easily amended to respond to changes in the policing environment.

4 Examples include the integration of detachments in Vernon/North Okanagan (Vernon, Coldstream, Enderby, Armstrong, Spallumcheen, Lumby and Falkland); Boundary (Grand Forks and Midway) and the Upper Fraser Valley (Chilliwack, Agassiz, Boston Bar and Hope).

5 *Police Act*, R.S.B.C. 1996, c.367, s. 40 (1) (a)

Page 41 of 404 PSS-2018-86101

An important part of the development of standards for police in British Columbia is the creation of an Advisory Committee on Provincial Policing Standards (ACOPPS) to advise the provincial government on standards-related issues. ACOPPS provides a forum for Police Services Division to formally consult with key police-related and non-police stakeholders concerning the development or amendment of provincial policing standards. Members will provide advice on priorities for standards development, suggest subject matter experts who could assist in drafting standards on specific issues, and provide feedback on draft standards prior to their formal submission to the director of police services and the minister for approval. The work of ACOPPS began in November 2013.

Focus on domestic violence

The Ministry of Justice recognizes the importance of developing enhanced and systematic responses to cases of domestic violence and violence against women in relationships. The ministry worked in partnership with stakeholders on the Province of British Columbia's *Domestic Violence Action Plan* that was launched in January 2010 in response to recommendations from the British Columbia Coroner's inquest[6] into the 2007 deaths of six-year-old Christian Lee and his family members, and the subsequent Representative for Children and Youth's report on the death of Christian Lee.[7] The focus of the *Action Plan* is to enhance and integrate the response to domestic violence by the justice system and child welfare partners to better serve all British Columbians.

The provincial government revised the *Violence Against Women in Relationships* (*VAWIR*) policy in December 2010. *VAWIR* is a single cross-agency domestic violence policy that sets out the role and responsibilities of each service provider including police, Crown counsel, victim services, corrections, and child protection workers. The updated policy also includes a new *Protocol for Highest Risk Cases* that establishes a provincial protocol for coordinating justice and child protection system partners and information sharing in domestic violence cases where there is elevated risk. The revised policy and new protocols provide greater integration, coordination and collaboration among service providers to better meet the needs of families, women and children in British Columbia.

Minimizing the risk of violence, enhancing victim safety and ensuring appropriate offender management are priorities. In 2011, the Ministry of Justice distributed a model operational policing policy on domestic violence and the ministry has encouraged all agencies to ensure their operational policy aligns with the model.

In March 2012, the Representative for Children and Youth released a report into the deaths of Kaitlynne, Max and Cordon Schoenborn.[8] The provincial government responded through the creation of a new Provincial Office of Domestic Violence (PODV) within the Ministry of Children and Family Development (MCFD). The PODV is coordinating the cross-government *Action Plan* with the Ministries of Justice, Children and Family Development, Health, Education and Social Development all providing input. The Ministry of Justice continues to work with PODV to enhance policing responses and police investigations into domestic violence.

In an ongoing effort to keep pace with emerging best practices in the area of domestic violence, the ministry has made significant enhancements to the training provided to police officers dealing with domestic violence

6 Ministry of Public Safety and Solicitor General. (2009). Verdict at coroner's inquest: *Findings and recommendations as a result of the inquest into the deaths of Kum Lea Chun, Moon Kyu Park, Christian Thomas Jin Young Lee, Yong Sun Park, and Hyun Joon Lee*. Victoria, BC: Ministry of Public Safety and Solicitor General.

7 Representative for Children and Youth. (2009). *Honouring Christian Lee: No private matter: Protecting children living with domestic violence*. Victoria, BC: Representative for Children and Youth.

8 Representative for Children and Youth. (2012). *Honouring Kaitlynne, Max and Cordon: Make their voices heard now*. Victoria, BC: Representative for Children and Youth.

cases. Of note, the Domestic Violence Training Project consists of systematically built provincial training programs for all police in the province.[9]

Focus on police training

The Ministry of Justice recognizes that police performance and accountability is enhanced through the availability of high quality training opportunities. The provincial government provides an annual grant to the JIBC Police Academy to deliver training to municipal police departments. In addition to the tuition collected from recruits, this funding serves to support training for the new police recruits and further enhance the training of existing police officers. In-kind contributions in the form of instructors and use of facilities from police departments are an important aspect of the training experience at the JIBC Police Academy. The provision of training for municipal police in British Columbia is seen as a partnership between the various stakeholder groups.

Police training in British Columbia is undergoing standardization and restructuring in order to be efficient, effective and accountable. In 2008, the *Police Provincial Learning Strategy* (*PPLS*) was created. The *PPLS* provides a framework to rebuild and streamline the training processes that currently exist. The principles of the *PPLS* are that police training must be:

- Defensible: the training development processes and the content itself is evidence-based and will stand up to legal scrutiny;
- Effective: the training provides results in required and measurable performance in the field; and,
- Accessible: the training is available to all British Columbia police officers who need it, when they need it.

Today, a renewed and strengthened relationship exists between the JIBC Police Academy , the RCMP Pacific Regional Training Centre and the provincial government.[10] In addition, since 2009, the Ministry of Justice has overseen the development of a number of systematically built training programs for all police in the province. These courses were created in close consultation with police and non-police experts and include courses such as the domestic violence training courses referenced above as well as training related to the use of force.[11]

9 This training supports *VAWIR*, promotes evidence-based, risk-focused domestic violence investigations, and it must be taken by all front-line officers and supervisors in the province. Course one: Evidence-based, Risk-focused Domestic Violence Investigations was launched in 2009 and has now been taken by over 8,500 officers across the province. The course is an ongoing part of RCMP cadet field coaching in British Columbia and Justice Institute of British Columbia (JIBC) police recruit training for the municipal police. Course two: Assessing Risk and Safely Planning in Domestic Violence Investigations was launched in July 2013. This course builds on course one and provides front-line investigators with a more in-depth understanding of how to assess and manage the risk factors in domestic violence cases. In conjunction with the training, Policing and Security Branch led the province-wide implementation of a standardized PRIME template and Reports to Crown Counsel (RCC) heading guide for all domestic violence cases. PSB worked closely with the Criminal Justice Branch and the Provincial Office of Domestic Violence on this project in order address an identified need to standardize how police investigate and document domestic violence risk factors in RCCs. PSB will continue to monitor implementation of the training and templates and may consider a BC Provincial Policing Standard to ensure adherence to the investigative requirements in this area.

10 A strengthened committee structure to guide implementation of the *PPLS* across British Columbia has been established. There is now a clearer governance structure for police training at the JIBC PA. In addition, there is improved communication between training bodies (i.e. training sections for the IMPDs, and the RCMP at PRTC), increased reliability in training development, documentation practices, and the sharing of existing training resources.

11 Crisis intervention and De-escalation (CID) Training (developed in conjunction with British Columbia Provincial Policing Standard 3.2.2) is mandatory training on the communication skills that promote effective, non-violent interventions in a crisis situation. The training emphasizes respectful and compassionate interactions and techniques suitable for use in mental health crisis situations. The British Columbia Conducted Energy Weapon (CEW) Operator Training (developed in conjunction with British Columbia Provincial Policing Standard 3.2.1) is mandatory training to ensure police CEW operators have access to the training they require to perform safely and effectively as CEW operators. The Certified Use of Force Instructor Course (CUFIC) development is currently underway as a joint endeavor with the JIBC to create a provincially-approved course for certification

Page 43 of 404 PSS-2018-86101

■ Federal Provincial Territorial initiatives (FPT)

The Ministry of Justice has identified priorities for law reform that fall within federal jurisdiction. The Ministry of Justice works with its federal, provincial and territorial justice partners to push for these reforms and to promote effective, coordinated responses to crime in British Columbia and nationally. The Assistant Deputy Minister of Policing and Security Branch participates on the FPT Policing and Public Safety Steering Committee, and staff participate on related committees and working groups including the Coordinating Committee of Senior Officials-Criminal (CCSO Crim)[12], and the National Coordinating Committee on Organized Crime (NCC).[13]

Policing and Security Branch ensures its effective representation of British Columbia's needs and interests with respect to organized crime at the FPT level by chairing a Pacific Regional Coordinating Committee on Organized Crime (PRCC). The PRCC, made up of representatives from the law enforcement community, also promotes coordination of anti-organized crime activities throughout the province.

The Ministry of Justice will continue to work with its federal, provincial and territorial counterparts on key policing and public safety issues, in consultation with local stakeholders.

Current drivers of reform

■ Families First Agenda for Change

The *British Columbia Policing and Community Safety Plan* meets the Premier's commitment to develop a long-term, strategic plan for policing. It was also an opportunity for the provincial government to engage communities in discussions about crime prevention activities and priorities. The development process was led by the Policing and Security Branch and the Community Safety and Crime Prevention Branch and focused on engagement with British Columbians and collaboration with police, community leaders and members of the social service sector. This provided British Columbians with an open and transparent view of the process for developing the *Plan* and provided opportunities for meaningful input.

■ Ministry of Justice reform initiatives

A separate but related reform initiative is the provincial government's overall justice reform initiative[14] which was launched in February 2012 to address issues in the justice system and identify actions that the provincial government, the judiciary, Crown counsel, the legal profession, police and others could take to provide more timely and effective justice. In October 2012, the provincial government released *White Paper, Part One: A Modern, Transparent Justice System*, which outlined the overall vision for reform and provided strategies to use business intelligence, coordinated planning and decision-making to ensure a well-functioning, transparent justice system.

---

of use of force instructors. This is a systematically built certification process that will become the provincial standard and guide training for all use of force instructors in this critical area. A key deliverable of the course is that use of force instructors are able to demonstrate and promote the use of CID techniques where applicable during all types of use of force training.

12 The Coordinating Committee of Senior Officials-Criminal (CCSO Crim) is a core group of senior justice officials that represent FPT jurisdictions across Canada and has responsibility for overseeing and supervising most FPT Working Groups that deal with criminal justice issues. Policing and Security Branch participates within a number of FPT CCSO Crim working groups including organized crime and cyber-crime to provide information, analysis, and recommendations on key issues.

13 The NCC provides a link between FPT officials and representatives from the law enforcement community to share information about organized crime and the responses to organized crime, discuss strategic policy priorities, and promote effective coordination of strategies to combat organized crime in Canada. In carrying out its work, the NCC reports to the FPT Policing and Public Safety Steering Committee and policing committees such as the Canadian Association of Chiefs of Police – Organized Crime Committee and the Canadian Integrated Response to Organized Crime (CIROC).

14 BC Justice Reform Initiative, 2012.

In February 2013, at the same time this *Plan* was released for consultation, the provincial government released *White Paper, Part Two: A Timely and Balanced Justice System*, which expands the provincial government's reform plan and presents steps that will be taken, both immediately and over the long term, to ensure that the justice system is both timely and balanced. The provincial government is committed to implementing its vision for reform and making the justice system more responsive to the needs of citizens. *Part Two* contains a combination of concrete Action Items that will begin immediately, as well as visionary ideas for change that will be initiated as funding becomes available. *Part Two* focuses on innovative, front-line operations and services to the public, as well as internal policy with respect to administrative, civil, criminal, and family law. It also takes into consideration the findings and recommendations of the *Forsaken: The Report of the Missing Women Commission of Inquiry*[15] (*MWCI Report*) and the Action Items presented in this *Plan*.

The Missing Women Commission of Inquiry Recommendations

On December 17, 2012, Commissioner Oppal released the findings and recommendations from his public inquiry examining the police investigations into missing and murdered women in Vancouver's Downtown Eastside. The *MWCI Report* contains 63 recommendations, a large number of which pertain to police-related matters. Many of these 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 police.[16]

As Commissioner Oppal was specifically mandated in his terms of reference to examine the police investigations, due consideration was given to the *MWCI Report* recommendations in the development of this *Plan*.

The rising cost of policing

All levels of government are concerned with the impact of the rising cost of policing. These costs are related to increases in the number of sworn officers, compensation, workplace safety requirements and the complexity of police work.[17] Between 2002 and 2010, policing costs in Canada increased by 62 per cent.[18] In the same period, the number of sworn officers across the country increased by 19 per cent.

Typically, salaries and benefits account for over 75 per cent of a police service's budget. The salary for constables in nine major police services in Canada increased by 28 per cent between 2002 and 2010. Overtime, benefits and administration also drive increases as do factors related to the complexity of the criminal law. Although not linked, this is occurring at a time where the public are seeing reported crime rates and crime severity declining. This is a trend in most developed countries.[19] Despite the increasing costs and number of police officers, Canada still has fewer police officers per capita than many comparable countries.[20]

15 Oppal, 2012.

16 In addition to policing reforms, other recommendations involve healing and reconciliation, changes to Crown counsel 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.

17 Other cost drivers include changes to policies, legislation, and procedures that increase investigation workload. Organized crime networks have become progressively pervasive at the domestic and international levels. Growing reliance on information technologies has also increased vulnerability to cybercrimes, including identity theft, intellectual property crimes and disruption of critical infrastructure.

18 Statistics Canada, 2011, 18.

19 Public Safety Canada, 2012, slide 3.

20 Total Police Personnel at the National Level. Out of 15 industrialized nations, Canada ranks 11th in terms of the number of officers per 100,000 population. Canada has less officers per capita than countries such as Japan,

Page 45 of 404 PSS-2018-86101

In February 2012, the Federal/Provincial/Territorial Assistant Deputy Ministers – Policing and Public Safety Steering Committee established the Economics of Policing Working Group to collect, consolidate and share information on policies, practices, and programs that aim to improve the overall efficiency and effectiveness of policing in Canada. British Columbia is an active participant in this process. The Council of Canadian Academies (CCA) is also researching the issue of the future of policing in Canada.[21]

During the consultation and engagement process, local governments and communities indicated that the cost of policing is a significant challenge to sustainability and expressed a desire to close the gaps between community expectations and the services available. Therefore, the concern with the rising costs of policing was a key consideration in the formulation of the *Plan*.

Engagement activities

A unique feature of the development of the *British Columbia Policing and Community Safety Plan* is the level of community consultation and stakeholder engagement in the development process. Five specific engagement activities were undertaken: regional community and stakeholder roundtables, focus group meetings, an interactive website, a telephone survey, and public and stakeholder consultation on the draft *Plan* released in February of 2013. Detailed descriptions of the findings from this process are available in *Appendix A*.

■ Regional community and stakeholder roundtables

A series of regional stakeholder roundtables were held in nine locations around the province between April 2012 and June 2012. Participants included local governments, First Nations representatives, community leaders, social service organizations and local police.

Overall, key messages from the roundtables included:

- Police are responsible for responding to a growing range of issues, some of which cross over into socio-economic and health-related matters. Mental health-related calls in particular were seen as creating a significant strain on policing. All stakeholders expressed a desire for greater collaboration across justice, health and other social service sectors to provide effective and efficient responses to these issues.
- Local governments expressed frustration over the growing costs of policing. There was strong interest in clarifying each level of government's responsibilities with respect to policing and developing a fair and equitable funding formula that reflects those responsibilities.
- There was strong interest in finding ways to make policing more efficient and accountable. Examples of specific strategies that were discussed include: expanding the role of others on the law enforcement continuum (sometimes referred to as tiered policing); the need to develop valid, comparable measures for policing; and ensuring that the public has opportunities for input into policing.
- Participants expressed interest in seeing the provincial government demonstrate stronger leadership through the development and implementation of a provincially-led crime prevention strategy. Funding for crime prevention and for services to victims was also a key theme of discussion. Roundtable participants also explored the importance of local coordination, citizen engagement and the use of volunteers.

Sweden, New Zealand, the United Kingdom and Australia (United Nations Office on Drugs and Crime, 2008).

21 The CCA is assessing the current evidence and knowledge on the future of Canadian public policing models. The Canadian Association of the Chiefs of Police and the Canadian Federation of Municipalities are also engaged in the research and development of initiatives to ensure policing in Canada remains sustainable.

- A comprehensive review of the feedback from the roundtables is available in a summary report on the Police Services Division website at ***http://www.pssg.gov.bc.ca/policeservices/publications-index/docs/PoliceRoundtable_SummaryReport.pdf***

Focus group meetings

Stakeholders and subject matter experts were invited to participate in focus groups in September and October 2012, to further discuss key issues that emerged from the roundtables. Meetings were also held with First Nations with *Tripartite Agreements* and the RCMP Local Government Contract Management Committee. The focus groups identified potential strategies to address the issues at hand and provided direction on priorities for further development and consideration.

The key themes from the focus groups were that:

- Developing prevention and intervention programs for youth and families, including providing youth with alternatives to the gang lifestyle is essential to addressing the recruitment into gangs.
- A provincially-led crime prevention strategy is required that promotes community engagement and accountability mechanisms for investments made.
- Future discussion around police funding models must be preceded by a review of police functions and services to determine which ones are a provincial, municipal or federal responsibility.
- The roles and mandates of the full spectrum of law enforcement, private security and public safety groups need to be examined.
- Integrated initiatives that have proven to be successful in helping people with a mental illness and/or drug addiction should be promoted and expanded.
- A common set of performance indicators to measure policing across the province in a consistent manner is required.
- Communities should be given an opportunity to define their policing priorities and to provide input into how police services are delivered.
- Communication and education are critical to building stronger relationships and establishing trust between police and First Nations communities.
- Greater collaboration is required between the justice system and related social service and health systems.

Interactive website

A blog was launched in May 2012 to report on the progress of the *Plan* and provide opportunities for public input. Summaries of the stakeholder roundtables were posted following each event, and questions inspired by the roundtable discussion were posted so that others could join the conversation. Members of the public could also submit comments by email through the blog.

While the level of participation was low, the feedback was largely consistent with the roundtable discussions. Comments were received to the blog and by email about such issues as: the need for better responses to mental health and addictions and a stronger focus on prevention and youth; the structure of policing services delivery (e.g., regionalization and the use of the RCMP); support for increased use of others on the law enforcement continuum and civilians (e.g., crime analysts); concerns about police-community relationships and trust; and police training needs.

The blog is now closed.

Page 47 of 404 PSS-2018-86101

■ Telephone survey

A telephone survey covering topics such as satisfaction with policing, perceptions of safety and personal experience with crime was conducted in June and July 2012. A total of 2,400 surveys were completed, using rigorous sampling and weighting methods.

The results highlighted a number of positive findings, including overall substantial confidence in police. Similarly, the vast majority (94 per cent) of respondents were satisfied with their personal safety from crime. The survey also identified areas for improvement. For example, over one-third of the 17 per cent of British Columbians that reported being a victim of at least one crime in the past 12 months did not report the crime. The results also highlight areas where police performance could be improved: only 59 per cent of people said that the police did a good job of treating people fairly, and only 48 per cent of people said that police did a good job of supplying information to reduce crime.

The complete survey results are available in Supplemental Document #1 posted on the Ministry of Justice website at: ***www.pssg.gov.bc.ca/policeservices/publications-index/index.htm***

■ Release of the draft *British Columbia Policing and Community Safety Plan* for consultation

In February of 2013, a draft version of the *Plan* was released for consultation. A copy was posted on the blog for public comment. Stakeholders and roundtable participants were contacted requesting their input. The draft *Plan* was initially available for comment until August 31, 2013 with an extension until September 30, 2013.

DRAFT CONSULTATION FEEDBACK

Feedback was received from a variety of stakeholders and members of the public either through written submissions, e-mails, or blog posts. Generally speaking, feedback on the *Plan* was positive; however, many respondents were of the view that the draft *Plan* did not go far enough in proposing reforms for policing.

Other themes that emerged from the feedback included comments concerning the:

- Continuum of policing;
- Rising costs of policing and its relationship to the structure and funding of police services in the province;
- Interaction between mental health and policing; and,
- Crime prevention programs.

Some updates and minor changes have been made to the *Plan*. For example, a new Value (concerning the relationship between police and First Nations) and a revised Value (concerning the importance of input and collaboration from community stakeholders) are included.

In addition, some feedback indicated that additional clarification of RCMP accountability to the provincial government was required. Sections referencing the RCMP have been revised.

It was also determined that the inclusion of the five "Supplemental Documents" as separate files may have inadvertently led readers to miss the additional information and context that these documents were designed to provide. The final version of the *Plan* has been restructured to include the contents of two of the Supplemental Documents, two are attached as appendices, and one remains a Supplemental Document posted on the Ministry of Justice website.

Finally, in recognition of the passage of time between the initial release of a draft of the *Plan* and its final release, a Status Update table is included in the Conclusion.

PART II – British Columbia Policing and Community Safety Plan

Introduction

Local and global factors like changing demographics, the global economy, advances in technology and new types of criminal behaviour impact the delivery of policing services. Communities want more input into local policing priorities, and expect a high degree of accountability from their police agencies. In times of economic uncertainty, there is often disparity between what communities want and the ability of police to meet those expectations.

In a democracy, the relationship between government and police is complex. Police must be able to conduct investigations and maintain order independently, without political or other influence, and be able to exercise authority to preserve the peace, protect the public and enforce the law effectively. However, police independence must be balanced against accountability to the public and to civilian authority. Police must both uphold and adhere to the rule of law.

In British Columbia, the relationship between the provincial government and police is governed by the *Police Act*, and the minister has the duty to ensure that there is an adequate and effective level of policing and law enforcement in British Columbia. The provincial government sets the direction, strategic framework, performance expectations and accountability mechanisms for policing, to meet demands now and into the future.

While many reforms were made during the past 15 years, policing in British Columbia continues to evolve. In the future, the legacy of those reforms will continue to influence the direction of policing in the province. In the immediate term, the present global fiscal challenges will have considerable impact on the speed and direction of reform.

Policing is adaptive and reform is evolutionary. This document, the *British Columbia Policing and Community Safety Plan* (hereafter the *Plan*) is designed to guide that evolution over the next three, five and 10 years.

Page 49 of 404 PSS-2018-86101

Vision and Values

Vision

Policing in British Columbia will be globally connected and community focused. Innovative, effectively governed and efficiently managed, it will operate seamlessly and collaboratively across a spectrum of law enforcement and security responses to public safety. Policing will be accountable, performance based and evidence-led and will work in an integrated manner with justice, social sector and community partners.

Values

The provincial government is committed to integrity, fiscal responsibility, accountability, respect and choice.[22] Additional values underlying the development of the *Plan* are that the Ministry of Justice:

- Respects the independence of the police in a free and democratic society and their arm's length relationship with governments.
- Respects the shared role of all levels of government and communities in the provision and funding of policing.
- Recognizes that police agencies are ultimately responsible and accountable to civilian authorities and that it is the role of the provincial government to set an appropriate regulatory framework.
- Recognizes that policing services must be delivered free from bias and discrimination.
- Recognizes the importance of strong relationships between the police and First Nations.
- Recognizes that the successful implementation of any police reform requires the support of local governments, input and collaboration with community stakeholders, and cooperation with all justice sector partners.
- Recognizes that modern policing and governance structures must support flexibility in service delivery approaches and be reflective of the diversity of needs in both rural and urban British Columbia.
- Recognizes that policing reform initiatives must be based on rigorous academic and applied research, police services must be performance-based, and the outcomes of effective policing must be measurable.

22 Government of British Columbia, 2011.

Themes and Action Items

Theme =1 – Rational and Equitable: policing is structured, governed and funded in a rational and equitable manner

■ Enhance structure and funding options for policing

ACTION ITEM #1: The Ministry of Justice will work in collaboration and consultation with local governments, other key stakeholders and a committee of external experts to:

a. Define and clarify policing responsibilities at the federal, provincial, and municipal government levels;

b. Consider models of service delivery ranging from further integration to the regional delivery of services while retaining local community-focused policing; and,

c. Develop options for funding/financing models that reflect each level of government's policing responsibility and distribute costs accordingly.

CONSULTATION FINDINGS: Stakeholders at the roundtable consultations and focus groups are generally satisfied with the police services they receive. However, many view the current model of funding and delivering of policing services as unfair or inequitable. While there was not a focus group held specifically on the structure of policing, the issue arose during several other focus groups.

The issues are complex and not all stakeholders are in agreement about which specific aspects of police financing or structure are inequitable. There was no consensus on the best way to resolve the issues though there was agreement that a dialogue must take place.

STRUCTURE

CHALLENGE: The structure of police services in British Columbia must evolve to meet the needs of communities and meet current and future challenges. Traditional police service delivery models were structured to respond to crimes that occurred in specific, confined geographic areas. Increasingly, crime crosses jurisdictional boundaries, so policing must deliver a unified strategy to deal with these issues, while ensuring that communities receive responsive and relevant police services. This understanding has been the foundation of integration of specialized policing functions and is the subject of considerable reflection within the *MWCI Report*.

The provincial government has supported the integration and consolidation of police services and provided support to centralize services that are highly technical, capital intensive and specialized. Examples of integrated specialized services include forensic identification, homicide units, and anti-gang units. Models across the province provide some municipalities with services from the Provincial Police Force, others from a regional integrated service, others provide the service themselves and yet others contract with another police agency for the service. There is a need to normalize and rationalize these structures to the benefit of the province as a whole and increase the level of participation.

Despite initiatives to integrate police services, regionalization of police forces continues to be a topic of discussion in the Lower Mainland and Capital Region. Significant consideration was given to the structure of policing in the Lower Mainland during the Missing Women Commission of Inquiry and Commissioner Oppal concluded that a unified police force is required for the Greater Vancouver area. He recommends that the provincial government provide the direction and commitment required for its creation, including consultation with stakeholders and independent experts to develop a proposed model and implementation plan. Commissioner Oppal acknowledges that regional policing is a controversial issue, with ardent supporters and

Page 51 of 404 PSS-2018-86101

detractors. Careful consideration of the possible range of models will ensure that the underlying interests of all stakeholders can be addressed while a commitment to community focused policing is retained.

In the current policing structure, formal mechanisms are needed to enable small municipalities or unincorporated areas which are policed by the Provincial Police Force to have input into their local police service or influence the levels of service they receive. This would enable communities to hire additional police officers to focus on specific priorities (e.g., traffic, youth), deliver particular police programs, or deal with an annual special event. There are other situations where additional policing may be required for a longer period of time due to a temporary increase in population (e.g., seasonal holiday destinations such as a lake or ski hill, mining or forestry camps in rural areas, among others).

Acknowledging that crime crosses geographic and jurisdictional boundaries brings the need for greater clarity around the roles and responsibilities of each level of government to avoid the inefficiencies of duplication of effort, overlap in service delivery and gaps in services.

FUNDING

CHALLENGE: The current model of funding police services is perceived as unfair or inequitable by many local governments. Of concern to some are the cost-sharing arrangements between the different levels of government and the current structure, or service delivery model, which both contribute to substantial differences in the amount local property taxpayers contribute to policing costs.

Municipalities delivering municipal policing pay a different percentage of the cost of providing police services depending on the population of the municipality and whether the police service is provided by a municipal police department or the RCMP. Municipalities policed by a municipal police department pay 100 per cent of the policing costs. Municipalities policed by the RCMP pay either 70 per cent or 90 per cent of policing costs depending on population. The difference is paid for by the federal government in recognition of the benefit to the Government of Canada of maintaining a federal policing presence across the country.

Unincorporated areas and municipalities under 5,000 population are policed by the Provincial Police Force. These areas pay the provincial police tax which recovers only a small portion of the cost of providing general duty and general investigative police services to these communities. The 5,000 population threshold creates a sharp increase in costs as local taxpayers go from paying a nominal amount towards front-line police services to paying 70 per cent or more of municipal policing costs.

In many areas of the province, one municipality may act as the business and entertainment centre for residents of the surrounding communities which may result in that "core city" having higher crime rates and higher policing costs. Because the police service is delivered at the municipal level, residents of the "core city" pay the costs for policing an area which arguably benefits residents within the larger geographic area. Some stakeholders feel it would be more equitable to distribute these costs among the larger area. Similarly, municipalities that attract a high number of tourists may have greater public safety challenges and increased policing needs, which are paid for by local residents, which is perceived as unfair by some stakeholders.

Many municipalities also feel they are subsidizing provincial and federal policing by having their municipal police officers involved in the investigation of what they believe are issues that are the responsibility of the provincial or federal governments.

There are inconsistencies in the way certain specialized or integrated teams/services are financed throughout the province. The financial arrangements vary widely so some municipalities may pay all or some of the actual costs, others may pay a flat fee, others provide officers to the team, and still others may not contribute

anything towards the team/service. There are other agreements where multiple municipalities receive multiple regional services, but each municipality contributes by paying for only one of the services.

NEXT STEPS: Beginning in 2013 and with a target date for completion in Fall 2015, the Ministry of Justice will, with the participation of key stakeholders such as local government and a committee of experts, commence a comprehensive project to address Action Item #1.

■ Enhance the continuum of policing and public security options available

ACTION ITEM #2: The Ministry of Justice will develop a public safety model including existing and new categories of law enforcement personnel to provide cost-effective services in support of policing.

CONSULTATION FINDINGS: During the consultation, it was agreed that police across the province are becoming overburdened. Participants also agreed that law enforcement and public safety functions could be delivered in more cost-effective ways. Many felt that the full spectrum of law enforcement and public safety functions (special provincial constables, auxiliaries, by-law officers, private security) should be examined in terms of their roles and mandates to potentially reduce the burdens and costs of policing.

CHALLENGE: The Ministry of Justice recognizes that police agencies are challenged to deliver front-line policing within their existing resources and there is increased need for supplemental law enforcement and other support services.[23] It is critical however, that appropriate accountability systems and adequate training and standards are in place.

NEXT STEPS: Beginning in 2014, the Ministry of Justice will conduct an in-depth review of similar models in other jurisdictions and conduct a comprehensive review of law enforcement, private security and public safety groups in the province and their legislative authorities with a target date for completion of March 2016. A long-term goal is an enhanced framework for categories of law enforcement personnel which provide support to policing.

■ First Nations policing

ACTION ITEM #3: In consultation with First Nations, police, the Ministry of Aboriginal Relations and Reconciliation, local governments and the federal government, the Ministry of Justice will reform the service delivery framework of the First Nations Policing Program in British Columbia.

CONSULTATION FINDINGS: During the roundtable and focus group discussions participants agreed that communication and education are keys to building and strengthening relationships and trust with First Nations communities. Greater multi-agency collaboration and community engagement are needed to address issues such as drug and alcohol addiction, mental health and domestic violence. Participants discussed issues with the recruitment and retention of RCMP-First Nations Community Policing Service (FNCPS) members, lack of sustainable and equitable funding for the FNCPS, inadequate police response times, enforcement of band by-laws, and lack of culturally appropriate alternatives to the justice system.

CHALLENGE: Recent Ministry of Justice initiatives have focused on delivering First Nations policing services and programs that are culturally sensitive and responsive to the needs of First Nations communities. This includes increasing First Nations community engagement through Letters of Expectation which outline

23 For example, the Special Provincial Constable (SPC) program continues to grow. Many organizations require or request SPC appointments to deliver their mandate and enforce program-specific legislation (for example, Gaming Policy and Enforcement, Liquor Control and Licensing, and Prevention and Loss Management Services). There are many challenges with regard to consideration of SPC agency applications, including: increased demand and associated complexities of agency program mandates; provision of standardized review and control; identification of the necessary training specific to need; provision of training in a cost-effective and timely manner; and provision of a rigorous oversight process.

Page 53 of 404 PSS-2018-86101

community goals and objectives; conferences; regular on-site program visits; enhanced support to Community Consultative Groups; and the distribution of educational materials to police officers.[24] Processes were put in place to review RCMP financial and policy-related issues as they arise, monthly activity reports provided to First Nations communities, and results of annual questionnaires sent to First Nations communities. A number of positions were created, including eight new CTAs, 17 RCMP-FNCPS positions, an Aboriginal Gang Awareness Coordinator and Aboriginal Recruiter, and four senior Aboriginal officers.

There is still a lack of clarity about local governments' responsibility and funding for First Nations policing services delivered within or near municipal boundaries. Questions also exist about the Government of Canada's constitutional authority to provide policing services on reserves. What this means in terms of future policy, funding levels and cost sharing remains to be discussed.

NEXT STEPS: The *First Nations Policing Agreements* are currently being renegotiated with the Government of Canada. These new agreements will outline the cost share and budget to support First Nations policing in the province. It is anticipated that these agreements will be completed in March 2014. As part of this process, the Ministry of Justice will continue to work closely with First Nations and the RCMP to develop a strategy to deliver professional and culturally appropriate policing services to First Nation communities. The strategy will address the current fiscal realities, community engagement, performance metrics, recruitment and retention of police officers, the deployment of policing resources, and enhancing the governance structure. The ministry will also review the legal, constitutional and financial aspects of providing policing on reserve lands by September 2014.

Theme 2 – Accountable: police are accountable to civilian authority

■ Enhance community engagement

ACTION ITEM #4: In support of community-based policing, the Ministry of Justice will ensure that British Columbia communities have meaningful opportunities for significant input into local policing.

CONSULTATION FINDINGS: Participants in the roundtable sessions said they want more input into policing priorities and the way police services are delivered in communities. It became apparent that the existing structures and processes for community input are, in many cases, not meeting expectations. Lack of awareness of existing processes may also be a factor.

CHALLENGE: Setting the goals, priorities and objectives for a municipal police department is one of many important functions of a municipal police board. In practice, many municipal police boards and municipal police departments undertake various forms of community engagement and consultation; however, there is currently no mechanism to ensure this occurs.

Municipalities and rural areas of the province policed by the RCMP are not governed by municipal police boards; however, other official avenues for public and community input into policing are available. The RCMP requires that all Detachment Commanders and Unit Commanders develop an Annual Performance Plan (APP). In doing so, they are expected to seek input from local residents, stakeholders, community leaders and organizations regarding the concerns and issues of the community. The APP must be signed by a senior representative

24 "The Spirit Has No Colour" video and discussion guide promotes discussion and understanding of the status of Aboriginal peoples in British Columbia, their culture and traditions, and the ongoing effects of residential schools and the child welfare system. While this was not mandatory training, every police agency and detachment in British Columbia was sent a free copy of the training package. First Nations orientation package were also distributed to all detachments.

of the community, such as the Mayor, Band Chief or Chief Administrative Officer. APP's are reviewed quarterly by the Detachment Commanders and Unit Commanders, and are also subject to review by RCMP senior management teams to ensure oversight and accountability.

Commissioner Oppal reaffirmed his commitment to community-based policing in his *MWCI Report* and noted that many of the recommendations he made regarding community engagement principles in his 1994 report, *Closing the Gap: Policing and the Community*[25] were not fully implemented. Of particular relevance are the 1994 recommendations that: (i) the establishment of police committees in communities policed by the RCMP be mandatory; (ii) all police boards and police committees be required to develop a community-based policing plan, in consultation with the community and with assistance and support from provincial authorities responsible for policing; and (iii) copies of community-based policing plans be filed with provincial authorities responsible for policing, for their consideration during audits.

NEXT STEPS: As part of a long-term policing standards development process that is currently underway and will continue over the next number of years, the Ministry of Justice will develop policing standards that will require police agencies and/or police boards and committees to provide ongoing opportunities for community members and stakeholders to provide input about policing and law enforcement in their communities.

■ Strengthen police board ability to effectively govern

ACTION ITEM #5: The Ministry of Justice will review the current police board structure, function and training, and make enhancements and improvements where necessary.

CONSULTATION FINDINGS: Police governance and accountability was discussed at length by roundtable participants and stakeholders, usually within conversations concerning community input. Police board members also participated in the roundtable sessions.

CHALLENGE: In his *MWCI Report*, Commissioner Oppal identified some concerns with the current operation of police boards, and recommended that steps be taken to ensure representation of vulnerable and marginalized members and Aboriginal people. The Ministry of Justice works closely with the British Columbia Association of Police Boards (BCAPB) and municipal boards to identify civilian governance issues. In partnership with the BCAPB, police boards and the JIBC, the ministry supports an annual provincial conference for board members. Education sessions for board members are developed in association with JIBC and the BCAPB and focus on governance issues including current and future policing challenges. The BCAPB has expressed support for a number of proposed legislative amendments to the *Police Act* as well as approaches to strengthen police board governance.

NEXT STEPS: Beginning in 2013 and with a target completion date of March 2015, police board structure, function, selection practices and training will be reviewed and enhancements will be made where necessary. The Ministry of Justice will also work with the BCAPB and the JIBC to develop relevant training opportunities.

■ Support bias-free and equitable policing

ACTION ITEM #6: The Ministry of Justice will conduct a study to examine the practices and policies of police agencies in British Columbia related to ensuring bias-free policing and will, where required, ensure that audits are completed related to bias-free policing and the equitable treatment of all persons.

CONSULTATION FINDINGS: One of the key themes identified at the roundtable discussions was the importance of awareness and understanding of all community members, including marginalized or minority

25 Oppal, 1994.

Page 55 of 404 PSS-2018-86101

community members and the First Nations culture. This is necessary to deliver effective responses to criminal activity and crime prevention strategies, as well as to promote positive police-community relationships. Participants wanted strategies that could be useful in promoting bias-free policing.

CHALLENGE: In his *MWCI Report*, Commissioner Oppal concludes that systemic bias and negative stereotypes on the part of police about the missing women, rather than overt or intentional discrimination, contributed to a failure to appropriately prioritize and effectively carry out investigations. Commissioner Oppal recommends that the Ministry of Justice conduct equality-in-policing audits to identify potential bias in the delivery of policing in British Columbia. He also recommends the creation of a provincial policing standard that creates an explicit duty for police to deliver policing in a non-discriminatory manner, to help ensure that this obligation is integrated into policing operations. The obligation is broader than providing services in the same way to all people; it includes adjusting service delivery as needed to remove barriers and ensure that services are accessible to vulnerable persons.

NEXT STEPS: The Ministry of Justice will review the current practices and policies of police agencies related to ensuring bias-free policing with a target completion date of March 2015. The review will involve external experts and ensure meaningful community input in the process. Where identified in the review, and within three years of its completion, the ministry will ensure that appropriate audits are completed of police agencies operating in British Columbia related to bias-free policing and the equitable treatment of all persons. Subsequent to the completion of the audits, the ministry will develop policing standards that ensure bias-free policing.

■ Develop provincial policing standards

ACTION ITEM #7: The Ministry of Justice will continue developing provincial standards for police agencies in the province. Priority will be given to standards consistent with those recommended by Commissioner Oppal in his *MWCI Report* governing the investigation of missing persons, complex investigations involving serious crime and inter-agency cooperation.

CHALLENGE: One way police are held accountable is through provincial policing standards. Amendments to the *Police Act* in 2010 and 2012 gave the director of police services, with the approval of the Minister, the authority to set legally binding provincial standards for all police in the province. Standards provide guidance on aspects of policing that raise important questions of public policy. This principle is discussed by Commissioner Oppal in his 1994 inquiry into policing in British Columbia and by Justice Braidwood in his 2009 study commission on the use of conducted energy weapons.[26] Binding provincial policing standards are applicable to all police agencies in the province, including the RCMP.

The provincial government, the Vancouver Police Department, the RCMP and other police agencies have undertaken a number of initiatives to improve the standard and capacity of investigations since the 2002 arrest of Robert William Pickton. However, in his *MWCI Report*, Commissioner Oppal identifies three key issues to be addressed through provincial policing standards:[27]

- **The investigation of missing persons** – Commissioner Oppal identifies a number of critical failures in the police investigations of the missing women. These include aspects of departmental policies which delayed the investigations, poor risk assessment, and variations in missing person policies between police agencies which created confusion as to which agency was responsible for an investigation. He identifies 15 components to be addressed ranging from initial report taking through to file conclusion.

26 Braidwood, 2009, 61.

27 An overview of relevant reforms is provided in Volume III of Commissioner Oppal's report (Oppal, 2012, Vol. 3).

- **Complex investigations involving serious crimes** – Commissioner Oppal concludes that the failure of police to employ Major Case Management (MCM)[28] practices, policies and technical solutions during the missing and murdered women investigations directly contributed to gaps and delays in the investigations. He recommends that the provincial government create standards that mandate and ensure accountability for the use of MCM by police in British Columbia and that issues related to establishing a single electronic MCM system for British Columbia be addressed. MCM standards will facilitate the coordination of all law enforcement agencies involved in multi-jurisdictional cases and ensure the sharing of information between investigations in a manner that is based on co-operation among individual police services. MCM standards will also address the need for consistency and accountability throughout the province with respect to targeting methods for police intelligence operations and to ensure that all police agencies are focusing on the individuals and groups who pose the most significant and immediate threat to public safety.[29]
- **Cooperation and coordination amongst police agencies in complex investigations involving serious crimes** – Commissioner Oppal concludes that the degree of inter-agency cooperation and coordination with respect to the missing women investigations was inadequate and recommends that the standards also provide specific direction with respect to multi-jurisdictional and multi-agency investigations.

NEXT STEPS: In 2013 the Ministry of Justice will strike an advisory committee to ensure that standards are developed in consultation with police and other stakeholders. As part of a long-term policing standards development process that is currently underway and will continue over the next number of years, standards governing the investigation of missing persons, MCM and inter-agency cooperation and coordination on complex cases will be in place by 2015.

In addition, the Ministry of Justice will work with PRIME-BC and the British Columbia Association of Chiefs of Police (BCACP) to examine options to identify a single MCM solution.

28 MCM structures an investigation by identifying clear goals and objectives, establishing lines of responsibility and decision making authority and creating infrastructure for recording, storage, and sharing of information and contributing to operational efficiencies. MCM models are comprised of a centralized coordinating body, investigative standards, standardized training, and standardized case management technology (e.g., software). MCM software is critical in managing the large amounts of information that must be gathered, analyzed, stored, and in some cases, shared between policing agencies in major cases.

29 In recent years, the policing community identified the need for a Provincial Tactical Enforcement Priority (PTEP) targeting model, with a structured accountability framework. In 2010, the collection and management of gang intelligence was moved into the newly created Provincial Intelligence Centre to align with other intelligence-gathering bodies in the province. Through this, the need for a Provincial Tactical Enforcement Priority (PTEP) targeting model with a structured accountability framework became apparent. In 2012, the Combined Forces Special Enforcement Unit – British Columbia (CFSEU-BC) assumed lead responsibility for the continued development and implementation of the PTEP. In collaboration with municipal, provincial and federal law enforcement agencies a three-tiered targeting model was created. Under this three-tiered model federal resources focus on targets that operate across provincial/territorial and national boundaries while CFSEU-BC is responsible for developing a province-wide target group that is consistent with its mandate, and work with the municipal agencies that are responsible for developing and prioritizing local target(s). Timely information sharing between all agencies, at all levels, is key to ensuring that target selection and enforcement leads directly to a reduction in gang violence.

Page 57 of 404 PSS-2018-86101

Theme #3 – Collaborative: police, governments and communities work collaboratively to meet justice and community safety goals

Enhance community safety

ACTION ITEM #8: In support of enhancing community safety, the Ministry of Justice will work with stakeholders to develop strategies to:

a. Support crime prevention efforts;

b. Support province-led crime reduction initiatives; and,

c. Support further development of civil/administrative law strategies to enhance community safety.

CRIME PREVENTION

CONSULTATION FINDINGS: Roundtable and focus group participants expressed a need for increased leadership, direction and consistency in crime prevention programming from one community to the next. They also identified a lack of metrics and measures for assessing the effectiveness of crime prevention approaches. There was a clear desire for a provincially-led crime prevention strategy that sets out a framework for crime prevention programming across communities and focuses efforts toward priority issues. Participants expressed the importance of identifying and communicating what works as well as a need to balance provincial leadership with the flexibility to meet local needs.

Participants identified the importance of working with youth in order to prevent crime. They wanted to see more activities for youth that promote resiliency such as those that build athletic skills and make cultural and cross-generational connections. Funding for victim service and crime prevention programs was also discussed. While victim service program funding and core crime prevention funding has been relatively stable, many raised concerns that crime prevention funding is offered in short cycles or on a one-time-only basis. Evidence-based programs that show positive outcomes have been unable to obtain long term funding. In their view, these initiatives are among the first things to be put aside when budgets become tight and police resources are consumed with responding to criminal activity.

CHALLENGE: The costs of crime are high for victims, offenders and society as a whole. The impacts are psychological, physical, emotional and financial, and can be inter-generational. Some studies have shown that the cost of measures to prevent crime can be much lower than the cost of the criminal justice system response to crime and yield long-term benefits. Because available crime prevention funding from both the federal and provincial governments is largely in the form of grants or other short term funding, sustainability is a challenge for many crime prevention initiatives.

Roundtable and focus group participants asked for a provincially-led crime prevention strategy that focuses efforts toward priority issues, using proven strategies, to reduce competition between organizations, foster coordination, and clarify the role of police in crime prevention.

NEXT STEPS: The Ministry of Justice will lead the development of a provincial crime prevention strategy by March 2014. In developing the strategy, the ministry will consider the key recommendations identified through consultation including, but not limited to, identifying priority issues, promoting evidence-led programming, and finding ways to identify and disseminate information about best and promising crime prevention practices.

CRIME REDUCTION

CONSULTATION FINDINGS: Three key community crime issues identified in the roundtables were prolific offenders, public disorder, and property crime. Roundtable and focus group participants described crime reduction initiatives as having had a profound impact in driving down local crime and disorder problems. There was strong interest in expanding the use of crime reduction to ensure that efforts are coordinated and crime is not displaced to other communities. Some of the barriers to undertaking collaborative crime reduction efforts were also identified, including issues related to information sharing, such as privacy and liability concerns. Participants felt these issues should be addressed at a policy level so that information can be shared safely between the different agencies that are often interacting with the same individuals.

CHALLENGE: Crime reduction initiatives focus resources to deal with specific crime problems in local communities, and are generally evidence-led and multi-agency in nature, requiring collaboration between law enforcement, governments, and other partners. They often have targets and measures assigned to them and occur over defined periods of time. In recent years, many police agencies and municipalities across British Columbia and Canada have implemented crime reduction initiatives.[30]

In the report, *A Criminal Justice System for the 21st Century: Final Report to the Minister of Justice and Attorney General Honourable Shirley Bond* (hereafter the *Cowper Report*) [31], a recommendation is made that a province-wide crime reduction plan should be developed under the direction of the BCACP in collaboration with justice officials.

NEXT STEPS: The Ministry of Justice will support the implementation of an evidence-based, province-wide crime reduction initiative in consultation with the BCACP and with local governments. Work commenced in 2013 with the appointment of a blue-ribbon panel on crime reduction, led by Dr. Darryl Plecas, Parliamentary Secretary on Crime Reduction. This initiative will continue to develop though 2015. Panel members will examine existing crime-reduction initiatives and research from other Canadian provinces and other countries as well as hold regional roundtable consultation sessions with stakeholders.

CIVIL/ADMINISTRATIVE LAW STRATEGIES TO ENHANCE COMMUNITY SAFETY

CONSULTATION FINDINGS: During the roundtables, participants described the positive impact that various initiatives designed to address problems through administrative processes or penalties have had in their communities. Examples included the implementation of Immediate Roadside Prohibitions, *Civil Forfeiture Legislation*, the use of electrical and fire safety inspection teams to disrupt the indoor production of marijuana and other illicit drugs, and the development and enforcement of bylaws addressing other community issues. These alternatives to criminal sanctions were seen as having a much swifter and, in some cases more effective, impact on the problem issue or behavior. These initiatives were also seen to alleviate police workload, increasing police capacity to respond to other crime problems. Overall, participants supported an increased use of alternatives to the criminal justice process.

CHALLENGE: Increasing demands on police services combined with limited budgets, require government and stakeholders to look at strategies other than prosecution under the *Criminal Code* to enhance community safety and make people feel secure in their neighborhoods. The provincial government has successfully moved in this direction by introducing several pieces of legislation which allow the provincial government and law

30 For example, the cities of Surrey and Abbotsford have implemented comprehensive crime reduction and community safety strategies. At the provincial level, the Ministry of Justice piloted a prolific offender management program in six communities throughout British Columbia.

31 Cowper, 2012, 22.

Page 59 of 404 PSS-2018-86101

enforcement agencies to protect communities in ways that are both timely and cost effective. These legislative initiatives included: completing the provincial government's guns and gangs strategy by enacting laws that limit armored vehicle use; banning aftermarket compartments in vehicles; requiring health-care facilities to report gunshots; and implementing legislation to deter metal theft.

NEXT STEPS: The Ministry of Justice is continuing to work with communities and law enforcement to identify civil/administrative law strategies to address community safety issues. The most recent development is the introduction of the proposed *Community Safety Act* which will enable people to submit confidential complaints to a new provincial unit charged with investigating, mediating and working with property owners to curb various threatening and dangerous activities. This new unit will have powers to hold property owners accountable for unlawful activities on their properties, and to take steps to stop those activities. Those steps may include applying to the court for a community safety order to close a property to use and occupation for up to 90 days.

The proposed *Community Safety Act* targets properties that are used for unlawful activities such as drug trafficking, prostitution, illegal weapons, gang and organized crime, and other criminal activity. Problem properties contribute to an overall decline in public safety in the surrounding area resulting in frequent calls for police response. Problem properties also have a detrimental impact on adjacent property. The new legislation proposes a civil legal approach by allowing for court-ordered control of property. It will give people a simple, timely, safe way to report properties of concern without tying up court resources, and will force landlords to deal with chronic, illegal and dangerous behaviour on their properties. Implementation strategies are presently under consideration.

■ Support anti-gang initiatives

ACTION ITEM #9: The Ministry of Justice will, in collaboration with the Combined Forces Special Enforcement Unit and the Organized Crime Agency of British Columbia, conduct a review of anti-gang initiatives within the province and elsewhere to:

a. Identify potential further civil/administrative law strategies to complement existing enforcement efforts;

b. Enhance the coordination of anti-gang enforcement and disruption efforts between all police agencies through provincial policing standards; and,

c. Implement a province-wide anti-gang prevention campaign aimed at deterring at-risk youth from becoming involved in gangs.

CONSULTATION FINDINGS: Roundtable participants described the many ways gang activity affected their communities. They identified gangs as contributing to an overall sense of community instability, especially where youth and other vulnerable individuals are recruited to support gang activity. Participants noted that gangs often use intimidation or promises of money, as well as status and belonging in order to attract members. Communities in more remote or widespread regions noted that gangs are capitalizing on lower police presence. The need for strategies aimed at deterring youth from joining gangs and participating in the violence which accompanies the lifestyle was a key theme that emerged from the focus group.

CHALLENGE: There is a need to address gang recruitment and gang violence across the province through the development of new evidence-based approaches as well as by building on existing strategies. This involves strengthening the civil/administrative law and regulatory responses to complement enforcement efforts in the disruption and deterrence of gangs and organized crime. Past efforts have included the introduction of the *Gunshot and Stab Wound Disclosure Act, Armoured Vehicle and After-Market Compartment Control Act,* and the

Body Armour Control Act. The Ministry of Justice is involved in discussions at the federal, provincial and territorial level to identify strategic priorities related to combating organized crime.

In 2012, the provincial government renewed its support of initiatives focused on combating organized crime and gangs and guns by extending the funding of specialized units such as the Combined Forces Special Enforcement Unit – British Columbia (CFSEU-BC) and expanding their presence throughout the province.[32] To this end, the Provincial/National Threat Assessment (P/NTA) as well as the Provincial/Regional/Municipal/National Tactical Enforcement Priority are being utilized to achieve this goal.

NEXT STEPS: The Ministry of Justice commenced work in 2013 on the British Columbia Anti-Organized Crime and Gang Initiative Review Project which involves an environmental scan of existing anti-organized crime and gang initiatives within and outside of British Columbia, as well as extensive subject matter expert consultations. A final report is anticipated in 2014. In addition, the development of a series of CFSEU-BC anti-gang-themed posters, photos, and videos is currently underway to promote education and prevention around gangs, organized crime, and their effects on communities in British Columbia. Funding for the development and creation of a series of podcasts and video shorts has been approved and secured through to the end of 2014.

■ Multi-agency consultation and collaboration

ACTION ITEM #10: The Ministry of Justice will strike a cross-government Working Group to:

a. Review and examine existing cross-jurisdictional models of multi-agency collaboration and inter-sectoral service integration;

b. Review existing legislation and policies to identify gaps and barriers to information sharing among agencies; and,

c. Make recommendations to partners and stakeholders for the creation of policies and/or a framework to address gaps to information sharing and to improve integration and multi-agency collaboration on topics of mutual concern to the social services ministries and agencies.

CONSULTATION FINDINGS: Collaboration and coordination in justice, social and health services delivery was one of the main themes discussed at the roundtables and focus groups. Participants repeatedly singled out mental illness, addiction and domestic violence as issues that require special attention and coordination. They also felt that barriers to information sharing, such as privacy and liability concerns, should be addressed at a policy level so that information may be shared appropriately between diverse agencies that often interact with the same individuals. Focus group members agreed that multi-agency collaboration should be mandated to foster a culture of collaboration across sectors.

CHALLENGE: The *Cowper Report* discusses the importance of cross-sectoral responses to issues such as domestic violence and mental health to provide more efficient and effective responses.[33] The report also mentions that building integration would require a frank discussion among participants of how policies impact each other, cross-sector responsibilities and accountabilities, and how resources may best be shared accordingly.

32 Since 2009, CFSEU-BC, headquartered in Surrey, B.C., has expanded to include the Organized Crime Agency of British Columbia (OCABC), the Integrated Gang Task Force (Uniform Division, Firearms Enforcement Team, and Investigative Teams) and the restructured Outlaw Motorcycle Gang Enforcement Unit and Intelligence Unit. CFSEU-BC opened branch offices in Prince George covering all of Northern British Columbia, and in Kelowna covering southeast British Columbia which added to the already established district office in Victoria which services Vancouver Island.

33 Cowper, 2012.

NEXT STEPS: The Ministry of Justice will strike the Working Group in 2014 to review models of multi-agency collaboration in other provinces, and study the feasibility of adopting a similar model in British Columbia with a target completion date of March 2016. In consultation with the Information and Privacy Commissioner, the Ministry of Justice will also review existing legislation and policies to identify barriers to appropriate information sharing among agencies.

Theme #4 – Protect Vulnerable Persons: police and the provincial government are committed to protecting vulnerable persons

■ Support cultural awareness training

ACTION ITEM #11: The Ministry of Justice will ensure the development and delivery of cultural awareness and sensitivity training for all police officers in British Columbia, consistent with the recommendations in the *MWCI Report*.

CONSULTATION FINDINGS: Participants in the engagement process wanted police to put greater effort into establishing outreach to groups such as new immigrants, the Lesbian/Gay/Bisexual/Transgendered (LGBT) community, First Nations and marginalized community members. New police training should focus on key challenges such as mental health and intimate partner violence. They recommended increased intercultural connections and cultural sensitivity training not just for police but for civilian police employees as well.

CHALLENGE: In his *MWCI Report*, Commissioner Oppal envisions training that encompasses a mandatory suite of cultural awareness and sensitivity training courses for all police officers in British Columbia. He recommends that the training program include experiential and interactive training that can be adapted for police communications staff as required.[34]

The Ministry of Justice has reviewed the overall police training environment in British Columbia and has established a learning strategy for police to address issues of training standardization and quality. Previously, the ministry designed, developed and successfully implemented mandatory training programs that address some aspects of the *MWCI Report* recommendations pertaining to sensitivity and cultural awareness training.[35]

NEXT STEPS: The Ministry of Justice will review the current recruit and advanced training curriculum to ensure it incorporates the key values inherent in culturally sensitive policing with a target completion date of March 2014. In collaboration with key stakeholders, a review of present training and best practices related to cultural awareness and sensitivity training for police officers will be completed. Where gaps occur, the ministry will oversee the development of a suite of cultural awareness and sensitivity training courses for all police officers in British Columbia as part of its ongoing, multi-year review of police training.

■ Develop police-related strategies for persons in crisis with mental illness and/or addictions

ACTION ITEM #12: The Ministry of Justice will work with stakeholders to promote best practices and expand successful policing strategies such as integrated police/health initiatives across the province; and conduct a study to examine contact between police officers and persons with a mental illness and/or addictions to develop resource-efficient and effective strategies for these interactions.

34 Oppal, 2012, Vol. 3, 219.

35 For example, the provincial domestic violence training series for police in British Columbia addresses basic issues around investigating and assessing domestic violence risks to vulnerable women. The training features specific learning objectives addressing the vulnerabilities of women in circumstances of relative social powerlessness (i.e., isolation or marginalization factors such as addiction, poverty, disability, mental illness; Aboriginal, immigrant or refugee women; other social /cultural issues).

CONSULTATION FINDINGS: During the roundtable and focus group discussions, participants identified mental health and specifically police interaction with people with mental illness and/or addiction as a serious issue, and agreed on the need for greater supports for mental health and addictions. Core policing responsibilities are being stretched as a large proportion of calls involve mental health related issues. Participants did not think it was appropriate that local police were primarily responsible for responding to incidents involving those with mental health issues, but that it is happening more often because of an absence of sufficient supports beyond police. Over time, this is reducing police availability to deal with other public safety concerns and also leading to criminal justice interventions on individuals that participants felt would be better dealt with through appropriate health supports instead.

CHALLENGE: A number of police/mental health integrated initiatives such as VPD's Car 87, the RCMP's Car 67, Assertive Community Treatment (ACT), and Victoria Integrated Community Outreach Team (VICOT) have been successful in reaching out to people with a mental illness and/or addiction with the purpose of minimizing their involvement with the justice system.[36] In January of 2011, in response to recommendations made by Justice Braidwood in his report, *Restoring public confidence: Restricting the use of conducted energy weapons in British Columbia*[37], the Ministry of Justice launched police training on Crisis Intervention and De-escalation skills. The training develops the attitudes and communication skills required to ensure police are able to intervene effectively in a crisis situation. Despite the success of integrated initiatives and the implementation of mandatory training, challenges remain with respect to the impact of mental health related calls on police resources and the overall inadequacy of a justice system response to mental health calls.

NEXT STEPS: The Ministry of Justice, working with key stakeholders both inside and outside the provincial government, will promote and expand best practices and successful strategies across the province. Beginning in 2014, the ministry in partnership with the Ministry of Health, Health Authorities and police agencies, will examine the interfaces between mental health and substance use services in the criminal justice system, and develop a provincial overarching protocol for interactions and integrated services between police and mental health/substance use services.

■ Legal reforms to protect vulnerable and marginalized persons

ACTION ITEM #13: Consistent with the recommendations in the *MWCI Report*, the Ministry of Justice will evaluate possible missing persons legislation to grant speedy access to personal information of missing persons consistent with privacy laws, and evaluate a statutory provision on the legal duty to warn with a protocol on how it should be interpreted and applied.

36 Vancouver Police Department's Car 87 Mental Health Car teams a Vancouver police officer and a registered psychiatric nurse to work together in assessing, managing and deciding the most appropriate intervention for people with psychiatric problems (Vancouver Police Department, n.d.).

The RCMP's Car 67 program is a partnership between Surrey RCMP and the Fraser Health Association, and pairs a RCMP officer with a clinical nurse specializing in mental health work to respond to calls involving emotional and mental health issues and to provide assessments, crisis intervention and referrals to appropriate services (RCMP, n.d.)

The Assertive Community Treatment Team, including the Victoria Integrated Community Outreach Team, provides access to services in a community setting in Victoria for people who are suffering from mental illness or addictions. Team members include a psychiatrist, team leader, general practitioner, nurse practitioners, professional case managers, support workers, outreach worker, probation officer and a member of the Victoria Police Department (Vancouver Island Health Authority, 2010).

37 Braidwood, 2009.

Page 63 of 404 PSS-2018-86101

MISSING PERSONS LEGISLATION

CHALLENGE: The *MWCI Report* highlights the need for strong support systems to assist police in initiating and conducting missing person investigations. Commissioner Oppal notes that barriers to collecting personal information pose challenges for police in initiating and conducting timely and effective investigations. Privacy legislation protects the personal information of a missing person in circumstances where no crime is suspected. The result is that missing person investigations can stall or halt, leaving families and friends frustrated and disillusioned with the efforts of police to locate their loved ones. Commissioner Oppal recommends that the provincial government enact missing persons legislation that balances privacy rights with the need for information required by police.

NEXT STEPS: The Ministry of Justice will analyze missing persons legislation in other jurisdictions and look for best practices and explore options for its applicability in British Columbia by the target date of March 2014.

LEGAL DUTY TO WARN

CHALLENGE: A key question addressed in the Missing Women Commission of Inquiry was whether police met their obligations to provide equal protection of the law to vulnerable and marginalized groups. Commissioner Oppal identifies what he considers to be gaps in the law with respect to protecting survival sex trade workers in the Downtown Eastside. He recommends that the provincial government consult with policing and community representatives to develop a legislative provision to give statutory recognition of the legal duty of police to provide warnings of potential threats to vulnerable and marginalized persons. Under existing law, police can and do give warnings to persons at risk, whether criminal or otherwise. The question raised by Commissioner Oppal was whether this is sufficient to protect marginalized and vulnerable persons.

NEXT STEPS: The Ministry of Justice will undertake further policy and legal work to explore provincial legislative options aimed at providing an enhanced, structured recognition of the police duty to warn and identify options for the provincial government to consider by the target date for completion of March 2015.

Theme #5 – Effective: police have modern tools, information and training to deliver effective policing services

■ Enhanced criminal intelligence

ACTION ITEM #14: Consistent with the recommendations in the *MWCI Report*, the Ministry of Justice will foster intelligence-led policing by supporting the implementation of a regional Real Time Intelligence Centre (RTIC) scalable to the province.

CHALLENGE: In his *MWCI Report*, Commissioner Oppal recognized the importance of making real time information accessible to law enforcement agencies to better respond to investigations such as the missing and murdered women cases. He recommended that the provincial government move expeditiously to complete its implementation.[38]

In 2010, the policing community identified a need for a real-time operations centre to provide an integrated multi-agency response to serious crime crossing jurisdictional boundaries. This has led to the development of the Real Time Intelligence Centre – British Columbia (RTIC-BC) mandated to provide actionable intelligence and real time operational support provincially across all jurisdictions in the province. The RTIC-BC will play an integral role in reviewing serious incidents for patterns and sharing information and coordinating investigations between jurisdictions.

38 Oppal, 2012, Vol. 3, 204.

NEXT STEPS: Working through the RCMP and in concert with the municipal police departments, the Ministry of Justice will support the creation of a RTIC-BC with a target date of completion of May 2014. Matters related to criminal intelligence enhancement will also be included in the development of standards under Action Item #7.

■ Performance management based on quality police data

ACTION ITEM #15: The Ministry of Justice will work with key stakeholders and academia to develop a performance management framework and enhance the quality and availability of police data in order to measure policing in a consistent manner across the province and support better performance management practices.

CONSULTATION FINDINGS: Roundtable participants asked for more appropriate, comparable measures for policing than are currently available and expressed a desire for consistent, clear performance measures for policing across the province. They identified problems with existing measures (for example, crime statistics do not reflect the administrative workload of a file; case burdens do not reflect demands such as travel time for police in remote areas). Discussions at the roundtables emphasized the need for provincial leadership in evaluating and measuring police performance. Focus group participants stressed the importance of stakeholder participation in developing the performance measures.

CHALLENGE: The Justice and Public Safety Council, appointed by the Minister of Justice, is committed to delivering the first annual *Justice and Public Safety Plan* by March 2014, including associated performance targets and measures as part of the plan. The development of sector-wide performance measures is an important and complex task, and the Council is undertaking this work in consultation with performance measurement experts from across the justice and public safety sector. The Ministry of Justice is also developing and implementing performance management and evaluation frameworks for use throughout the Ministry.

Police performance management requires the collection of data on general aspects of policing as well as results-oriented data. At present, a data set does not exist that can be used to measure key aspects of police performance across the province. For example, PRIME-BC is a records management database used by all police agencies in British Columbia; however, it was not specifically designed to measure performance. Similarly, other databases such as Computer Aided Dispatch (CAD) were not designed to gather data on police performance and vary significantly in the way that information is captured between police agencies.

NEXT STEPS: In 2013, the Ministry of Justice engaged Simon Fraser University's Institute for Canadian Urban Research Studies (ICURS) to conduct a study to identify the quality of available policing data and to develop performance indicators, with a target completion date of May 2014. The ministry will develop a performance management framework for policing in consultation with a committee of police, stakeholders and experts with a target date of March 2015. The framework will be informed by best practices and experiences in other jurisdictions.

■ Review *Police Act*

ACTION ITEM #16: The Ministry of Justice will conduct a comprehensive review of the *Police Act* to assess its relevancy to support the changing and complex environment of policing in British Columbia.

CHALLENGE: Since the *Police Act* was introduced in 1974, it has undergone numerous changes in response to emerging needs and issues. Recent developments include amendments in 2009 that improved the police complaint process in British Columbia and 2010 changes that allow the director of police services to set binding standards for policing. While these changes have improved accountability and coordination, further changes to the *Act* would address current and future challenges.

Page 65 of 404 PSS-2018-86101

Potential amendments may include restructuring to: support community-based policing; provide more effective and flexible models for governance and police service delivery; and support collaborative approaches to crimes that cross jurisdictions.

NEXT STEPS: The Ministry of Justice, working with the police, community leaders and other key stakeholders will review the *Police Act*. The review will look at the challenges in the current legislative framework and build upon the successes of recent legislative changes. The review of the *Police Act* will be completed by 2015.

Conclusion

The *British Columbia Policing and Community Safety Plan* outlines a modernized policing and law enforcement framework for British Columbia. Although designed to guide reform over the next three, five and 10 years, the *Plan* will be a living document, reviewed every year by the Ministry of Justice through the ministry's annual planning and budget cycle, and will be changed and updated as needs emerge.

While many reforms were made during the past 15 years, policing in British Columbia continues to evolve. In the future, the legacy of those reforms will continue to influence the direction of policing in the province. In the immediate term, the present global fiscal challenges will have considerable impact on the speed and direction of reform.

Table 1: Summary of Action Items

THEME	ACTION ITEMS
Rational and Equitable: Policing is Structured, Governed and Funded in a Rational and Equitable Manner	**Enhance structure and funding options for policing** Action Item #1: The Ministry of Justice will work in collaboration and consultation with local governments, other key stakeholders and a committee of external experts to: Define and clarify policing responsibilities at the federal, provincial, and municipal government levels. Consider models of service delivery ranging from further integration to the regional delivery of services while retaining local community-focused policing. Develop options for funding/financing models that reflect each level of government's policing responsibility and distributes costs accordingly.
	Enhance the continuum of policing and public security options available Action Item #2: The Ministry of Justice will develop a public safety model including existing and new categories of law enforcement personnel to provide cost-effective services in support of policing.
	First Nations policing Action Item #3: In consultation with First Nations, police, the Ministry of Aboriginal Relations and Reconciliation, local governments and the federal government, the Ministry of Justice will reform the service delivery framework of the First Nations Policing Program in British Columbia.
Accountable: Police are Accountable to Civilian Authority	**Enhance community engagement** Action Item #4: In support of community-based policing, the Ministry of Justice will ensure that British Columbia communities have meaningful opportunities for significant input into local policing.
	Strengthen police board ability to effectively govern Action Item #5: The Ministry of Justice will review the current police board structure, function and training, and make enhancements and improvements where necessary.
	Support bias-free and equitable policing Action Item #6: The Ministry of Justice will conduct a study to examine the practices and policies of police agencies in British Columbia related to ensuring bias-free policing and will, where required, ensure that audits are completed related to bias-free policing and the equitable treatment of all persons.
	Develop provincial policing standards Action Item #7: The Ministry of Justice will continue developing provincial standards for police agencies in the province. Priority will be given to standards consistent with those recommended by Commissioner Oppal in the *MWCI Report* governing the investigation of missing persons, complex investigations involving serious crime and inter-agency cooperation.

Page 67 of 404 PSS-2018-86101

THEME	ACTION ITEMS
Collaborative: Police, Governments and Communities Work Collaboratively to Meet Justice and Community Safety Goals	**Enhance community safety** Action Item #8: In support of enhancing community safety, the Ministry of Justice will work with stakeholders to develop strategies to: a. Support crime prevention efforts; b. Support province-led crime reduction initiatives; and, c. Support further development of civil/administrative law solutions.
	Support anti-gang initiatives Action Item #9: The Ministry of Justice will, in collaboration with the Combined Forces Special Enforcement Unit and the Organized Crime Agency of B.C., conduct a review of anti-gang initiatives within the province and elsewhere to: a. Identify potential further civil/administrative law strategies to complement existing enforcement efforts; b. Enhance the coordination of anti-gang enforcement and disruption efforts between all police agencies though provincial policing standards; and, c. Implement a province-wide anti-gang prevention campaign aimed at deterring at-risk youth from becoming involved in gangs.
	Multi-agency consultation and collaboration Action Item #10: The Ministry of Justice will strike a cross-government Working Group to: a. Review and examine existing cross-jurisdictional models of multi-agency collaboration and inter-sectoral service integration; b. Review existing legislation and policies to identify gaps and barriers to information sharing among agencies; and c. Make recommendations to partners and stakeholders for the creation of policies and/or a framework to address gaps to information sharing and to improve integration and multi-agency collaboration on topics of mutual concern to the social-services ministries and agencies.
Protection of vulnerable persons: Police and the Provincial Government are Committed to Protecting Vulnerable Persons	**Support cultural awareness training** Action Item #11: The Ministry of Justice will ensure the development and delivery of cultural awareness and sensitivity training for all police officers in British Columbia, consistent with the recommendations in the *MWCI Report*.
	Develop police-related strategies for persons in crisis with mental illness and/or addictions Action Item #12: The Ministry of Justice will work with stakeholders to promote best practices and expand successful policing strategies such as integrated police/health initiatives across the province; and conduct a study to examine contact between police officers and persons with a mental illness and/or addictions to develop resource-efficient and effective strategies for these interactions.
	Legal reforms to protect vulnerable and marginalized persons Action Item #13: Consistent with the recommendations in the *MWCI Report*, the Ministry of Justice will evaluate possible missing persons legislation to grant speedy access to personal information of missing persons consistent with privacy laws, and evaluate a statutory provision on the legal duty to warn with a protocol on how it should be interpreted and applied.

THEME	ACTION ITEMS
Effective: Police Have Modern Tools, Information and Training to Deliver Effective Policing Services	**Enhanced criminal intelligence** Action Item #14: Consistent with the recommendations in the *MWCI Report*, the Ministry of Justice will foster intelligence-led policing by supporting the implementation of a regional Real Time Intelligence Centre (RTIC) scalable to the province.
	Performance management based on quality police data Action Item #15: The Ministry of Justice will work with key stakeholders and academia to develop a performance management framework and enhance the quality and availability of police data in order to measure policing in a consistent manner across the province and support better performance management practices.
	Review Police Act Action Item #16: The Ministry of Justice will conduct a comprehensive review of the *Police Act* to assess its relevancy to support the changing and complex environment of policing in British Columbia.

Table 2: Status Update On Action Items (December 2013)

BRITISH COLUMBIA POLICING AND COMMUNITY SAFETY PLAN	STATUS UPDATE: DECEMBER 2013
Action Item #1: Enhance structure and funding options for policing	**IN PROGRESS** The Ministry of Justice is conducting a multi-year project to examine how policing is currently structured and funded. This project will look at better defining and clarifying policing responsibilities at all levels of government, and developing options for funding/financing that reflect each level of government's policing responsibility and distributes costs accordingly. To that end, the Ministry of Justice will create a Policing Structure and Funding Committee comprised of representatives from local governments and police agencies who will work together to better define federal, provincial and municipal policing responsibilities. This will lay the ground work for exploring new service delivery models and related funding and financing models while retaining local, community focused policing. In 2014, an Expert Committee comprised of business leaders, academics and members of the legal profession will be created to review the work of the Police Structure and Funding Committee and to make recommendations on the proposed models.
Action Item #2: Enhance the continuum of policing and public security options available	**UNDERWAY IN 2014**
Action Item #3: First Nations Policing	**IN PROGRESS** The *First Nations Policing Agreements* are currently being renegotiated with the Government of Canada. These new agreements will outline the cost share and budget to support First Nations policing in the province. It is anticipated that these agreements will be completed in March 2014.
Action Item #4: Enhance community engagement	**IN PROGRESS** Part of a long-term policing standards development process that is currently underway and will continue over the next number of years. Work on the specific topic of community engagement will be underway in 2015.
Action Item #5: Strengthen police board ability to effectively govern	**IN PROGRESS** Work commenced in 2013 on the review of police board structure, function, selection practices and training.
Action Item #6: Support bias-free and equitable policing	**UNDERWAY IN 2014**
Action Item #7: Develop provincial policing standards	**IN PROGRESS** The consultation process is underway through the Advisory Committee on Provincial Policing Standards (ACOPPS). Work is underway on the development of missing persons investigations standards, with expected completion in 2014.

Page 69 of 404 PSS-2018-86101

BRITISH COLUMBIA POLICING AND COMMUNITY SAFETY PLAN	STATUS UPDATE: DECEMBER 2013
Action Item #8 (a): Enhance community safety through crime prevention strategies	**IN PROGRESS** Work is underway on the development of a crime prevention strategy. Further consultation has taken place with government and community stakeholders and a scan of crime prevention strategies and initiatives in other provinces is ongoing.
Action Item #8 (b): Enhance community safety through crime reduction initiatives	**IN PROGRESS** Work commenced in 2013 with the appointment of a blue-ribbon panel on crime reduction, led by Dr. Darryl Plecas, Parliamentary Secretary on Crime Reduction. This initiative will continue though 2015. Panel members will examine existing crime-reduction initiatives and research from other Canadian provinces and other countries as well as hold regional roundtable consultation sessions with stakeholders.
Action Item #8 (c): Civil/Administrative law strategies to enhance community safety	**IN PROGRESS** Options for implementation of the proposed *Community Safety Act* are under discussion.
Action Item #9: Support Anti-Gang initiatives	**IN PROGRESS** Work commenced in 2013 on the British Columbia Anti-Organized Crime and Gang Initiative Review Project. The research plan includes a literature review, internet review, provincial legislative inventory, and extensive subject matter expert consultations. Work also commenced on the development of a series of CFSEU-BC anti-gang-themed posters, photos and videos to promote education and prevention around gangs, organized crime, and their effects on communities in British Columbia. Funding for the development and creation of a series of podcasts and video shorts has been approved and secured through to the end of 2014. In June 2013, CFSEU-BC partnered with the RCMP Lower Mainland District to host a first-ever Sikh Summit on Gang Violence. A follow-up summit meeting was held in July and subsequent summits are being planned.
Action Item #10: Multi-agency consultation and collaboration	**UNDERWAY IN 2014**
Action Item #11: Support cultural awareness training	**IN PROGRESS** Work commenced in 2013 with a review of recruit training content and a scan of other training available across police agencies.
Action Item #12: Develop police-related strategies for persons in crisis with mental illness and/or addictions	**IN PROGRESS** Work commenced in 2013. The Ministry of Justice and the Ministry of Health are working together to examine the interfaces between mental health and substance use services in the criminal justice system. The project will identify best practice models/protocols within British Columbia and in other jurisdictions inside and outside Canada, and develop core recommended protocols, including information sharing that will influence better integrated approaches between police and health. The intent is to provide clear and practical guidance to police and mental health and substance use services on their respective roles and responsibilities when working together to respond to the needs of people with mental health and/or substance use problems who come into contact with police. As a result, people experiencing a mental health and/or substance use crisis will be recognized earlier, linked to appropriate health care services with the goal to reduce/eliminate their interaction with the criminal justice system.
Action Item #13: Legal reforms to protect vulnerable and marginalized persons	**IN PROGRESS** Work commenced in 2013 to analyze missing persons legislation in other jurisdictions and explore options for its applicability in British Columbia.
Action Item #14: Enhanced criminal intelligence	**IN PROGRESS** The Ministry of Justice will support the creation of the Real Time Intelligence Centre (RTIC-BC) with a target implementation date of May 2014.
Action Item #15: Performance management based on quality police data	**IN PROGRESS** In 2013 the Ministry of Justice engaged Simon Fraser University's Institute for Canadian Urban Research Studies (ICURS) to conduct a study to identify the quality of available policing data and to develop performance indicators, with a target completion date of May 2014.
Action item #16: Review the Police Act	**IN PROGRESS** The Ministry of Justice is currently working with the police, community leaders and other key stakeholders to review the *Police Act*, to be completed by 2015.

Table 3: Timelines

ACTION ITEM	2013	2014	2015	BEYOND 2015
Action Item #1: Enhance structure and funding options for policing				
Define and clarify policing responsibilities at the federal, provincial, and municipal government levels, with the participation of key stakeholders.	Work underway	Work ongoing	Estimated completion Fall 2015	
Consider models of service delivery ranging from further integration to the regional delivery of services while retaining local community-focused policing, with the assistance of an expert external committee.	Work underway	Work ongoing	Estimated completion Fall 2015	
Develop options for funding/financing models that reflect each level of government's policing responsibility and distribute costs accordingly.	Work underway	Work ongoing	Estimated completion Fall 2015	
Action Item #2: Enhance the continuum of policing and public security options available				
Conduct an in-depth review of similar models in other jurisdictions and a comprehensive review of law enforcement, private security and public safety groups.		Work underway	Work ongoing	Estimated completion March 2016
An enhanced framework for categories of law enforcement personnel which provide support to policing.				Estimated completion 2018
Action Item #3: First Nations policing				
First Nations policing agreement renegotiated with the Government of Canada	Work underway	Estimated completion March 2014		
Review the legal and constitutional aspects of providing policing on reserve lands.	Work underway	Estimated completion Fall 2014		
Develop a renewed strategy to deliver professional, culturally appropriate and accountable First Nations policing in British Columbia.	Work underway	Estimated completion Fall 2014		
Action Item #4: Enhance community engagement				
Develop policing standards that will require police agencies and/or police boards and committees to provide ongoing opportunities for community members and stakeholders to provide input about policing and law enforcement in their communities.			Work underway	Estimated completion March 2016
Action Item #5: Strengthen police board ability to effectively govern				
Review current board selection practices and work with the BCAPB and the JIBC to develop relevant courses to educate members about emerging issues in policing.	Work underway	Work ongoing	Estimated completion March 2015	
Action Item #6: Support bias-free & equitable policing				
Study the current practices and policies of police agencies related to ensuring bias-free policing.		Work underway	Estimated completion March 2015	
Ensure that appropriate audits are completed related to bias-free policing and the equitable treatment of all persons.				Estimated completion 2018
Develop policing standards that ensure bias-free policing.				Estimated completion 2018

ACTION ITEM	2013	2014	2015	BEYOND 2015
Action Item #7: Develop provincial policing standards				
Establish the Advisory Committee on Policing Standards to ensure that standards are developed in consultation with police and other stakeholders.	Work completed Fall 2013			
Complete the development of standards governing the investigation of missing persons, MCM and inter-agency cooperation and coordination.	Work underway	Work ongoing	Work ongoing	Estimated completion 2016
Action Item #8a: Crime Prevention				
Lead the development of a crime prevention strategy in B.C. taking into consideration key recommendations identified through consultation.	Work underway	Estimated completion March 2014		
Action Item #8b: Crime Reduction				
Support the implementation of an evidence-based, province-wide crime reduction initiative in consultation with the BCACP and with local governments.	Work underway	Work ongoing	Estimated completion March 2015	
Action Item #8c: Enhanced Community Safety				
Introduce the *Community Safety Act*.	Work underway	Work ongoing		
Continue to work with communities and law enforcement to identify civil/administrative law strategies to address community safety issues.	Work underway	Work ongoing	Work ongoing	Work ongoing
Action Item #9: Support anti-gang initiatives				
Through the CFSEU-BC, a province-wide anti-gang prevention campaign aimed at at-risk youth will be implemented.	Work underway	Estimated completion December 2014		
Review existing programs and legislation to identify opportunities to enhance the response to organized crime.	Work underway	Estimated completion December 2014		
Action Item #10: Multi-agency consultation and collaboration				
Review models of service integration and models of multi-agency collaboration in other provinces, and study the feasibility of adopting a similar model in British Columbia.		Work underway	Work ongoing	Estimated completion March 2016
In consultation with the Information and Privacy Commissioner review existing legislation and policies to identify barriers to appropriate information sharing among agencies.		Work underway	Work ongoing	Estimated completion March 2016
Action Item #11: Support cultural awareness training				
Review the current recruit and advanced training curriculum to ensure it incorporates the key values inherent in culturally sensitive policing.	Work underway	Estimated completion March 2014		
Where gaps occur, oversee the development of a suite of cultural awareness and sensitivity training courses for all police officers in British Columbia.			Work underway	Estimated completion March 2018
Action Item #12: Develop police-related strategies for persons in crisis with mental illness and/or addictions				
Work together with the Ministry of Health to examine the interfaces between mental health and substance use services in the criminal justice system.	Work underway	Estimated completion Fall 2014		
Action Item #13: Legal reforms to protect vulnerable and marginalized persons				
Analyze missing persons legislation and its application in other provinces and identify options for consideration.	Work underway	Estimated completion March 2014		

ACTION ITEM	2013	2014	2015	BEYOND 2015
Explore provincial legislative options aimed at providing an enhanced, structured recognition of the police duty to warn and identify options for the provincial government to consider.	Work underway	Estimated completion March 2014		
Action Item #14: Enhanced criminal intelligence				
Support the creation of a RTIC-BC.	Work underway	Estimated completion May 2014		
Action Item #15: Performance management based on quality police data				
Engage Simon Fraser University's ICURS to conduct a study to identify the quality of available policing data and to develop performance indicators.	Work underway	Estimated completion May 2014		
Develop a performance management framework for policing in consultation with stakeholders.		Work underway	Estimated completion March 2015	
Action Item #16: Review Police Act				
Review the *Police Act* to assess its relevancy to support the changing and complex environment of policing in British Columbia.	Work underway	Work ongoing	Estimated completion March 2015	

APPENDIX A: Community Consultation and Stakeholder Engagement in the Development of the British Columbia Policing and Community Safety Plan

Engagement activities

A unique feature of the development of the *British Columbia Policing and Community Safety Plan* is the level of community consultation and stakeholder engagement in the development process. Four specific engagement activities were undertaken:

■ Regional community and stakeholder roundtables

A series of regional stakeholder roundtables were held in nine locations around the province between April 2012 and June 2012. Participants included local government, First Nations representatives, community leaders, social service organizations and local police. Through facilitated discussions and small group break-out sessions, participants identified public safety issues, defined priorities and suggested potential solutions for shaping the future of policing and crime prevention in British Columbia.

■ Focus group meetings

Ten focus group meetings were held in September and October 2012 to discuss key issues that emerged from the roundtable sessions, and to develop strategies to address these issues. These focus groups included: gangs and guns, police funding, multi-agency collaboration and coordination of services, crime prevention, mental health, continuum of law enforcement, performance management of policing, and community engagement. Meetings were also held with First Nations with *Tripartite Agreements* and the RCMP Local Government Contract Management Committee.

■ Interactive website

An interactive website for public consultation and feedback was created. The blog was launched in May 2012 to report on the progress of the *Plan* and provide opportunities for public input. Summaries of the stakeholder roundtables were posted following each event, and questions inspired by the dialogue at the roundtables were posted so that others could join the conversation. A draft version of the *Plan* was posted in February 2013 for public and stakeholder feedback. The blog is closed.

■ Telephone survey

A telephone survey covering topics such as satisfaction with policing, perceptions of safety and personal experience with crime was conducted in June and July 2012. The survey was based on existing standardized survey instruments used in Canada and internationally. An external market research firm was contracted. A total of 2,400 surveys were completed, and weighted to represent population distributions for region, age and gender in British Columbia.

Page 74 of 404 PSS-2018-86101

Key community challenges identified in the roundtable consultations

An important part of the roundtable process was giving participants the opportunity to discuss the challenges they were experiencing within their communities. For the most part, the challenges identified by the participants concerned either criminal activities and public safety concerns or broader, more universal societal or structural themes. By and large we learned that many communities have developed grassroots local networks for trying to reduce and prevent crime. Many participants also discussed the role of the provincial government both in providing sufficient funding for programs and systems as well as working diligently to coordinate justice, health, and social support services more closely.

Participants identifed a number of community challenges, including problems with specific criminal activities and other public safety issues. Participants also identified key regional differences that they believe present specific challenges:

■ Drug and alcohol addiction

Participants consistently identified a need for better resources to treat and address addictions. Many felt that drug and alcohol abuse are connected to, and drivers of many calls to police. The production, distribution and consumption of illicit drugs and alcohol contribute significantly to residents feeling unsafe in the community. Participants also talked about the role addiction plays in the cycle of crime, particularly with respect to family violence and property crime. Many participants wanted to see alternatives to holding impaired persons in local police cells (e.g., sobering centres).

■ Gang activity and drug trafficking

Participants told us how their communities were affected by gang activity in a number of different ways. They identified gangs as contributing to an overall sense of community instability, especially where youth and other vulnerable individuals are recruited to support gang activity. Participants noted that gangs often use intimidation or promises of money, status and belonging in order to attract members. Drug trafficking in general was noted as a consistent problem across the province, as was the illegal sale of alcohol and drugs into dry communities. Communities in more remote or widespread regions noted that gangs are capitalizing on lower police presence.

■ Mental health

Participants consistently identified the need for greater supports to address mental health, addiction and homelessness. Many discussed the impact of the closure of mental health facilities on already thin policing resources. In general participants felt it was unfair that local police were primarily responsible for responding to mental health related incidents that could be handled by other support systems. Many participants felt that these incidents were reducing police availability to deal with other public safety concerns. There were also concerns about the use of criminal justice interventions on participants who may be handled more appropriately through medical support.

■ Domestic violence

Violence in relationships and families was a prevalent matter of discussion among roundtable participants. Violence against women dominated the roundtable conversations, but violence against men, children and the elderly was also discussed. Participants talked about the complexity of trying to provide support and interventions for victims and their loved ones in light of the number of different agencies, all operating independently and with varying degrees of stability and capacity. While participants viewed demand as outpacing available

Page 75 of 404 PSS-2018-86101

supports, they also talked about the need to eliminate overlap between agencies and utilize integrated case management in order to operate more effectively. Participants also discussed the need to develop new program areas when required (e.g., more programming for men).

■ Prostitution and human trafficking

Prostitution and human trafficking were often raised in discussions around drug and alcohol addiction, gang activity and violence against women. Participants noted the prevalence of prostitution in areas where drug use and trafficking is high. The problem was seen to be more acute in areas where the financial means to pay for both drugs and prostitution are high. Human trafficking was raised by many participants as an emerging issue, but little known criminal activity in communities.

■ Sexual abuse and sexual assault

In addition to violence in relationships, sexual abuse and sexual assault were frequently raised as issues. Many participants noted that often rural areas and small communities do not have access to the same resources and facilities for victims of sexual abuse as urban centres and larger communities.

■ Seniors' safety and potential elder abuse

In addition to elder abuse, participants raised the vulnerability of seniors as targets of crimes such as theft, fraud and home invasion. Participants also noted that seniors are the most likely residents to feel unsafe in their communities, especially where there are drugs, alcohol, unsupervised youth and seasonal population changes that affect public perception of safety.

■ Prolific offenders

Roundtable participants discussed the significant impact that prolific offenders have on communities (i.e., a small number of offenders can commit a large number of offences, usually to support an addiction). Some participants noted that while increased police supervision of prolific offenders is beneficial, it is not a substitute for programs that help offenders deal with the root causes of why they are involved in criminal activity.

■ Public disorder and personal safety

Many participants noted that communities are challenged to ensure public spaces are shared and respected rather than dominated and damaged. The behaviour of both individuals and large crowds were viewed by participants as affecting feelings of public safety. The most commonly noted negative behaviour included public intoxication, open drug use and prostitution. Participants noted that these activities can take over properties, neighbourhoods, or areas of the back country. Bush parties and seasonal recreational tourism were often identified as sources of potential public disorder and safety concerns.

■ Property crime

Property crime was commonly referenced by participants, particularly vandalism, graffiti, vehicle theft and theft from vehicles. Police and non-police participants alike agreed that these crimes affect a great number of people on a more personal and direct level than more serious and/or violent crimes. Timely response from police is expected; however, participants recognized that police response to property crimes takes away from other policing priorities, while at the same time, little police response impacts negatively on public confidence and satisfaction with policing.

Traffic and road safety

Dedicating sustained police resources to traffic enforcement was identified as critical to maintaining safe roads and public safety. Participants viewed road safety as an ongoing concern for communities and agreed that police should continue to focus on impaired driving, reckless driving, distracted driving, speeding and pedestrian safety.

Demographics

Participants discussed the impact of unique demographic patterns on community safety and noted that different demographic compositions can bring diverse criminal activities into focus. Areas with younger demographics have criminal activity more centered on drugs and prostitution while areas with larger elderly populations see more criminal activities like fraud, property crime and elder abuse. Some participants noted that another population factor that affects community safety is tourism and seasonal recreation. Community populations expand and contract by as much as three times their average size during busy tourist seasons; consequently, police near popular ski and lake resort areas can experience major peaks in demand which place considerable strain on community resources.

Economics

Many participants noted the impact that economic cycles have on the prevalence of crime and public safety issues as well the availability of resources to deal with those concerns. Economies reliant upon a natural resource operation or a dominant source of revenue have been impacted by the rise and fall of industry, creating a boom/bust environment. Participants expressed concerns that the increased wealth from industrial growth in small communities has come at a high price in terms of community health, as a consequence of activities such as drug use and prostitution. Some participants noted that this phenomenon is apparent in many communities in northern British Columbia whereas southern metropolitan areas with more diversified economies experience less impact. Participants also agreed that in communities where the economy is eroding, families become more unstable with an increase in the illicit drug business, drug and alcohol abuse, and family violence. Consequently, police and related community support services are stretched thinner by these demands.

Geography

Participants spoke about the distinctions between regions and rural versus urban communities, and how those factors impact on the prevalence or prominance of many of the criminal activity and public safety challenges identified in the previous section. Participants noted that large, urban communities have significantly more police and support resources than their rural counterparts. Rural communities require police to cover a much larger geographical area with small detachments and rural landscapes often present challenges that urban centres typically do not face. Participants discussed concerns about expectations in smaller communities where police are expected to cover more ground with fewer resources and offer the same range and quality of services as urban centres that have more community support services.

Key issues identified in the roundtable discussions

Policing

Overall, a key topic of discussion in many of the roundtable sessions was the desire of the participants to see the provincial government provide stronger leadership, better coordination of services, and alignment of funding with key public safety priorities.

Specifically, the topics identified with respect to policing issues fell into four broad themes:

ACCOUNTABILITY

- Police should build stronger relationships with communities
- The current community input structures into local police governance should be reviewed and strengthened
- Police performance should be adequately measured
- Police should manage communications more proactively
- Police require more specialized training with respect to contemporary policing issues

FUNDING

- A province-wide, equitable police funding formula should be developed
- Funding levels should be reflective of each level of government's responsibility

EFFECTIVE AND EFFICIENT POLICING

- Justice system reforms should be implemented in order to increase the effectiveness and efficiency of policing
- Sufficient resources should be allocated to social service agencies dealing with mental health, addiction and homelessness in order to relieve overburdened police
- Structural changes to police service delivery models should be considered to decrease police costs
- Innovative and sustainable management of police and civilian staff should be considered to decrease policing costs
- Strategies for reducing the administrative burden on police should be developed

COLLABORATION AND COORDINATION

- Greater collaboration is required between the justice system and related social and health systems in order to achieve true efficiencies and benefits
- Better coordination/consultation/communication is required between levels of government with respect to policing issues
- Mental health and addiction concerns require special attention from justice and social service providers
- A more coordinated response to domestic violence is required

Crime prevention

Participants expressed their interest in seeing the provincial government demonstrate stronger leadership through the development and implementation of a provincially-led crime prevention strategy. The identification of metrics and measures for effective, evidence-based crime prevention approaches along with the establishment of a clearing house and place for communities to share and explore best practices were identified as important features of the strategy.

Funding for crime prevention and for services to victims was also a key theme of discussion. Roundtable participants also explored the importance of local coordination, citizen engagement and the use of volunteers throughout roundtable discussions.

Specifically, discussions can be categorized into the following themes:

LEADERSHIP AND COORDINATION FOR CRIME PREVENTION

- A provincially-led crime prevention strategy should be developed and implemented
- Local resources are required to coordinate community-based crime prevention and crime reduction efforts

FUNDING

- Consistent, stable and long-term funding is required for victim services and crime prevention programs
- Community programs should be supported to maintain consistent availability of services

CITIZEN ENGAGEMENT

- Volunteers play an important role in addressing community health and safety issues and the coordination of volunteers should be enhanced
- Citizens have an important role to play in improving the safety of their communities and should be engaged

Key issues identified in the focus group discussions

As noted earlier, a series of focus group meetings were held in September and October 2012 to discuss key issues that emerged from the roundtable sessions, and to identify potential strategies.

Overall findings from the focus groups are as follows:

Gangs

Participants agreed that focusing resources on preventing youth from joining gangs is more effective than going after those who recruit youth into gangs. Developing prevention and intervention programs for youth and families, including providing youth with alternatives to the gang lifestyle is essential to addressing the recruitment into gangs.

Police funding

Participants agreed that discussions on police funding models must be preceded by a review of police functions and services to determine which ones are a provincial, municipal or federal responsibility. Provincial leadership is essential in mandating police responsibilities once determined, and in leading discussions around potential funding arrangements.

Multi-agency collaboration and coordination of services

The consensus was that to foster multi-agency collaboration, goals and priorities should be developed collaboratively by social services' ministries and agencies, and resources should be aligned according to goals and priorities developed. To improve collaboration, barriers to information sharing also need to be removed.

Crime prevention

Participants discussed the need for a provincially-led crime prevention strategy, including an implementation and community engagement strategy and accountability mechanisms. A central resource and distribution hub should be created to house and disseminate crime prevention support, training and resources.

Mental health

Participants supported the expansion and promotion of integrated initiatives such as Car 87/67, Assertive Community Treatment (ACT) and Victoria Integrated Community Outreach Team (VICOT) across the province which have proven to be successful in helping people with a mental illness and/or drug addiction. Improvements are still required to address the lack of housing and treatment options for people with a mental illness, limited emergency and outreach services, insufficient information sharing between police and health, as well as the stigma attached to dealing with people with a mental illness.

Continuum of law enforcement

Participants agreed that the full spectrum of law enforcement and public safety functions (special provincial constables, auxiliaries, by-law officers, private security) need to be examined in terms of their roles, mandates and standards. Standards, policies and accountability mechanisms should be reviewed across the public safety model to determine the most cost effective and strategic way to coordinate all law enforcement and public safety sectors.

Performance management of policing

Participants agreed that it would be valuable to develop a common set of performance indicators to measure policing across the province in a consistent manner. The process of developing performance measures should be informed by a clear understanding of the purpose of policing and a review of the literature and best practices with respect to performance measurement and policing.

Community engagement

There was agreement that communities should be given an opportunity to define their policing priorities and to provide input into how police services are delivered. Community engagement should be seen and valued as a means to an end, such as reducing crime and maintaining safe communities, and should be promoted accordingly through citizen advisory committees for example.

First Nations and policing

Participants agreed that communication and education are critical to building stronger relationships and establishing trust within the community. Multi-agency collaboration is essential to addressing community needs and First Nations agencies and representatives must be at the table and involved in discussions.

RCMP Local Government Contract Management Committee

Mayors agreed that policing responsibilities need be determined among municipal, provincial and federal government, and that alternate funding models need to be examined accordingly. There was consensus that a holistic approach to policing is required, and that sectors such as health, social services, education, policing and others should work together to address the complex social issues that are associated with crime.

Key findings from the public survey

Overall the results show that the public has greater confidence in the police than we are often led to believe. Specifically, four out of five British Columbians (or 79 per cent) had quite a lot or a great deal of confidence in their local police. Similarly, four out five British Columbians who had contact with a police officer in the past 12 months were satisfied with how police dealt with their matter. However, the level of confidence in police in general (rather than local police) was significantly lower at 69 per cent. Taken together the results speak to a substantial level of fundamental trust in our police, despite some negative publicity and events in recent years.

A number of different surveys have recently reported different results on confidence in policing in Canada and British Columbia. Survey results can vary substantially due to the sample size (number of people surveyed) as well the phrasing of the questions. This is why for our survey we ensured that the sample size was large (i.e. 2,400) in order to have robust results. By comparison, the most recent survey reported in the media in early January 2013, which found low levels of support for the RCMP in British Columbia, reportedly surveyed only 131 British Columbia residents (and only 1,021 Canadians overall).

Our survey did indicate, however, that there were some areas of police performance that could be improved – only 59 per cent of people said that the police did a good job of treating people fairly, and only 48 per cent of people said that police did a good job of supplying information to reduce crime.

When considering fear of crime, the results were overall also positive. The vast majority (94 per cent) of British Columbians were satisfied to varying degrees with their personal safety from crime. An overwhelming majority (96 per cent) felt safe when home alone in the evening and a somewhat lower majority (77 per cent) felt safe when walking alone after dark.

The crimes that were of concern to most survey respondents were having credit card details stolen and misused (72 per cent) and being in an accident caused by a drunk driver (68 per cent).

It is of concern that overall 17 per cent of British Columbians reported being a victim of at least one crime in the past 12 months, and that over one-third of these people did not report the crime. The most common reasons for not reporting a crime were that it was not important enough (which suggests a relatively minor crime) or that the police could not do anything about it. The lack of reporting is a concern as it means that official crime statistics do not provide the complete picture, and victims of crime may not receive the help that could have been provided had they reported the incident.

Significantly, this survey provides us with some important key measures that we can monitor and track over time.

Draft plan consultation feedback

Between February and September of 2013, stakeholders and the public were invited to review a draft of the *British Columbia Policing and Community Safety Plan* (the *Plan*) and submit feedback to the province.

Feedback was received from a variety of stakeholders and members of the public either through written submissions, emails, or blog posts. Generally speaking, feedback on the *Plan* was positive; however, many respondents were of the view that the draft *Plan* did not go far enough in proposing reforms for policing.

Other themes that emerged from the feedback included comments concerning the:

- Continuum of policing;
- Rising costs of policing and its relationship to the structure and funding of police services in the province;
- Interaction between mental health and policing; and,
- Crime prevention programs.

Page 81 of 404 PSS-2018-86101

APPENDIX B: Milestones in the History of Policing in British Columbia

RCMP in British Columbia

In 1950, the Royal Canadian Mounted Police (RCMP) assumed provincial policing responsibilities in British Columbia. In accepting the provincial duties, the RCMP also assumed 46 municipal police contracts from the former British Columbia Provincial Police Force. These contracts formed the basis of large municipal agreements and laid the foundation for the unique police contract environment in the province.

The 1974 *Police Act* and the professional model of policing

In the early 1970s, British Columbia initiated a set of reforms in policing. The provincial government conducted the first major review of policing in British Columbia and, subsequently, the first provincial *Police Act* was passed in 1974. The *Act* embodied the model of policing that was prevalent at the time, the "professional model of policing". This model placed emphasis on the independence of police, a hierarchical rank structure, and centralized command. In keeping with the practice of other professions, the police were "self-regulated" in that they set their own standards of operation and conduct.

One of the purposes of the 1974 *Police Act* was to organize police services and to create mechanisms for governance and accountability. The *Act* established the British Columbia Police Commission (BCPC), as an independent body responsible for providing civilian oversight of police. The mandate of the BCPC was broad and included developing recommended provincial policing standards, conducting police audits, establishing training standards, conducting research and collecting statistics, as well investigating and adjudicating complaints against police officers.

Around this time, the British Columbia Police Academy was established to standardize training for municipal police department officers.

Women in policing

Reforms in the 1970s also led to more women being involved in policing, as well as increased opportunities for women in British Columbia's police forces. Women had been making contributions to the RCMP as early as the 1890s when the force employed females as matrons and gaolers to deal with female offenders. In the early 1900s women filled positions such as fingerprint technicians and lab technicians. In 1912, the Vancouver Police Department hired the first female police officers in Canada.

However, it was not until the 1970s that female police officers ceased to be selected according to different criteria from men, and to be assigned only to clerical support services or working with women and children. This change in practice was formalized in 1977, by the provisions of the *Canadian Human Rights Act* which disallowed discriminatory hiring practices. In the mid-1970s, the BCPC gave women the right to carry a firearm and to take on regular patrol duties. In 2011, 21 per cent of police officers in British Columbia were women.[39]

39 Statistics Canada (2011). *Police resources in Canada, 2011*. Catalogue no. 85-225-X. Ottawa, Ontario: Ministry of Industry Statistics Canada (p. 24).

Page 82 of 404 PSS-2018-86101

The introduction of the First Nations Policing Policy

In the early 1990s, the federal government introduced the First Nations Policing Policy (FNPP). The policy provides First Nations communities with the option of developing and administering their own police service, or to have enhanced police services delivered by a contingent of First Nations officers working within an existing police force. The FNPP's purpose to is provide First Nations communities with police services that are culturally appropriate and accountable to the communities they serve. The FNPP is implemented through agreements negotiated among the federal government, provincial government and First Nations.

Commission of Inquiry into Policing in British Columbia – The *Oppal Report* (1994)

During the 1980s and early 1990s a number of high-profile police-involved serious incidents led the provincial government to appoint then-retired Justice Wallace T. Oppal to conduct a Commission of Inquiry into Policing in British Columbia (hereafter the *Oppal Report*). Justice Oppal was asked to address what changes should be made to policing in order to reflect the changes that had occurred in society and the challenges faced by police at that time. Justice Oppal's broad terms of reference touched on a range of issues related to policing and public safety. Integral to his review was a public consultation process.

The *Oppal Report* was released in September 1994. It detailed the challenges facing police agencies and made recommendations on how the provincial government should structure and manage policing. Justice Oppal found that although citizens were generally satisfied with police performance, they were also feeling increasingly isolated from their law enforcement agencies. Citizens in every part of the province wanted a closer working relationship with the police to solve community problems relating to crime and safety. In particular, the public wanted police to be involved in identifying and solving local crime problems through on-going cooperation and partnerships with the communities they served. Following the release of the *Oppal Report*, the provincial government formally endorsed the values and principles of a community-based policing model.

While the *Oppal Report* advocated the need for community policing to improve public safety and increase police accountability, Justice Oppal also recognized the need to strengthen accountability through governance and oversight mechanisms. In response to his recommendations, the provincial government made comprehensive amendments to the *Police Act*.

1998 *Police Act* amendments

In his 1994 report, Justice Oppal noted that the public complaints procedure and the police discipline system had created much concern and discussion in British Columbia. The public were demanding greater accountability from the police. Justice Oppal agreed that it was fundamental to the delivery of policing in British Columbia that there was a re-balancing of the relationship between police independence and the need for enhanced accountability.

At that time, the *Police Act* set out the procedures for receiving, investigating and adjudicating complaints against officers from municipal forces, while the *RCMP Act* set out the procedures for complaints against members of that force. With respect to municipal forces, the complaint procedure was the responsibility of the British Columbia Police Commission. As a result, the procedures were left largely in the control of the police, as they conducted the investigations with respect to complaints, made the decisions, and imposed any sanctions deemed necessary.

Page 83 of 404 PSS-2018-86101

Justice Oppal concluded that there was a compelling need in British Columbia for strong, independent civilian oversight of the police. As well, he recommended that there should be one process for complaints against all police officers. He recommended the establishment of an office of a complaint commissioner operating at the level of an ombudsperson who would have the complete authority to oversee all investigations, which would be conducted by the police.

In response to these conclusions and other *Oppal Report* recommendations, significant amendments were made to the *Police Act* to strengthen the oversight and governance of policing in British Columbia. These amendments took effect in 1998. The amendments dissolved the British Columbia Police Commission and established the Office of the Police Complaint Commissioner (OPCC), which was vested with the British Columbia Police Commission's police complaints function. These amendments resulted in a police complaint model that gave police the responsibilities for investigating complaints, and imposing disciplinary or corrective measures for misconduct, while providing for independent civilian authority to oversee the discharge of those responsibilities.

The 1998 amendments also established the statutory role of the director of police services and assigned broad powers to the director. The director was given overall responsibility to superintend policing and law enforcement functions. With the exception of public complaints, the director became responsible for all former functions of the British Columbia Police Commission, including audits, policing standards, research and statistics.

Technological advances

■ The establishment of E-Comm 911[40]

By the early 1990s a series of international disasters, including an earthquake in San Francisco, drew attention to the importance of having effective and coordinated communications between emergency personnel when disaster strikes. At the time, in the Lower Mainland, outdated radio systems needed replacement. Emergency radio services were fragmented, as ambulance, fire and police agencies were all using separate radio systems. During the 1994 Stanley Cup Riot the Vancouver police radio system was unable to handle the amount of radio traffic. Police, firefighters and paramedics were endangered because their radio systems were not compatible and they could not effectively communicate with one another.

The provincial government, RCMP and the Vancouver Police Department worked together to implement an integrated wide-area radio system to replace the existing communications system. The result was the E-Comm 911 Wide-Area Radio Network, a shared communications system used throughout Metro Vancouver, by police, fire and ambulance personnel. Today, the E-Comm radio system provides service to police, fire and ambulance in southwest British Columbia. Its multi-agency, multi-jurisdictional capabilities have played a critical role in better assisting police as they serve British Columbians. A similar organization, the Capital Region Emergency Services Telecommunication (CREST) delivers wide area radio to the Capital Regional District.

■ The implementation of PRIME-BC

In the late 1990s, police agencies in the province used records management systems that were not capable of providing comprehensive information necessary for problem-oriented and community policing. In order to effectively investigate complex criminal activity across jurisdictions, police required a more sophisticated records management system.

40 Emergency Communications for Southwest British Columbia Incorporated

British Columbia was the first jurisdiction in the country to implement a province-wide, electronic records management system that provides interoperability among all policing agencies in the province. In May 1998, the British Columbia Association of Chiefs of Police adopted the vision of a common information system for the province. The RCMP "E" Division, municipal police agencies and the provincial government partnered in the acquisition and implementation of a common information system, called Police Records Information Management Environment for British Columbia, or PRIME-BC with the provincial government contributing some $40 million dollars to its development. The system included the conversion from a paper-based records environment to an electronic environment allowing for the real-time, multi-jurisdictional and multi-agency sharing of critical information. In February 2003, the provincial government passed legislation to ensure all police forces in British Columbia used the common information system to enhance public safety and improve law enforcement across the province.

The Wood Review[41]

The concept of civilian oversight of police conduct continued to evolve and its practice to be scrutinized. In the five years that followed the establishment of the Office of the Police Complaint Commissioner (OPCC), a number of concerns were raised about the efficacy of the legislation from key stakeholders. Also during those years, a number of high profile police incidents occurred that drew questions from the public about the process for handling complaints against the police. In 2003, the PIVOT Legal Society formally submitted 50 complaints to the police complaint commissioner on the behalf of several marginalized residents in Vancouver's Downtown Eastside.

In 2005, the provincial government appointed Justice Josiah Wood to lead a review of the police complaint process as set out in Part 9 of the 1998 *Police Act*. As part of the review, Justice Wood also examined the integrity of the system and the confidence of stakeholders in the conduct of the police complaints investigations by municipal police departments.

An audit of 294 complaint files was undertaken as part of the review. Justice Wood found that while the majority of complaints against the police were properly investigated and appropriately handled, one in five complaints were not handled or concluded as well as they could be. Justice Wood was concerned that some of the more serious complaints tended to be the ones that had deficiencies, either in the investigation or the disposition.

Justice Wood made more than 90 recommendations designed to address current problems and streamline and improve the legislative framework. In response to these recommendations, the police complaints process was modified through changes made to the *Police Act* in 2009. The changes aimed to strengthen the oversight powers of the OPCC. The intent of the changes also focused on accessibility for the public to file complaints against municipal police regarding officer conduct, for investigators to process these complaints more thoroughly, and for the police complaint commissioner to contemporaneously oversee the entire process to ensure a higher degree of public confidence in the results.

41 Wood, J. (2007). *Report on the review of the police complaints process in British Columbia*. Victoria, BC: Ministry of Public Safety and Solicitor General.

Page 85 of 404 PSS-2018-86101

The death of Robert Dziekanski and the resulting Braidwood Commission of Inquiry

On October 14, 2007, Mr. Robert Dziekanski died at the Vancouver International Airport after a conducted energy weapon (CEW or commonly known as a taser) was deployed against him. The incident was captured on video and prompted immediate and intense national and international public reaction.

In February 2008, the provincial government appointed Justice Thomas Braidwood, Q.C., to conduct two separate public inquiries into the death of Mr. Dziekanski: 1) a study commission to inquire into and report on the use of CEWs in British Columbia; and, 2) a hearing and study commission to inquire into and report on the death of Robert Dziekanski.

■ Study Commission Report[42]

Justice Braidwood's first report was released on July 23, 2009. Justice Braidwood concluded that CEWs are a valuable tool for law enforcement officers in British Columbia, but that their use must be more closely regulated. He emphasized that, in a system of responsible government, the police must be accountable to civilian authority. The civilian authority in this context, the provincial government, has a duty to set policy and standards on important issues such as CEW use, and police have a duty to operate in accordance with such standards. Justice Braidwood made 19 recommendations that encompassed the development of provincial policing standards governing CEWs; enhanced reporting of CEW use; and required mandatory, standardized training in crisis intervention and CEW use. The provincial government accepted all of the recommendations and began a substantive implementation project.

One of the provincial government's first actions was to amend the *Police Act* to provide the director of police services with the explicit authority to set binding standards for policing. The provincial government then created provincial policing standards governing how and when CEWs could be used by police in British Columbia, which address all of Justice Braidwood's 19 recommendations. These standards were announced by the provincial government in December 2011.

■ Hearing and Study Commission Report[43]

While Justice Braidwood's first report focused on the use of CEWs in British Columbia, and the provincial government's role in setting law or policy for their use, the second report examined the circumstances around Mr. Dziekanski's death. The Dziekanski case was an example of the police investigating themselves. Critics argued that such an investigative system allowed for the actual or perceived conflict of interest which could lead to public distrust and an undermining of public confidence in investigations of this nature and ultimately in the police themselves.

42 Braidwood, T. R. (2009). *Restoring public confidence: Restricting the use of conducted energy weapons in British Columbia*. Victoria, BC: Braidwood Commission on Conducted Energy Weapon Use.

43 Braidwood, T. R. (2010). *Why? The Robert Dziekanski tragedy*. Victoria, BC: Braidwood Commission on the Death of Robert Dziekanski.

Justice William H. Davies, Q.C. undertook a detailed review of the issue of police investigating themselves, during the Inquiry into the death of Frank Paul.[44,45] Justice Davies recommended that British Columbia establish a civilian-based model for the investigation of police-related deaths. Justice Braidwood agreed with Justice Davies' recommendation. This was the primary recommendation with respect to policing in Justice Braidwood's second report, released in May 2010. The provincial government accepted this recommendation and created the new Independent Investigations Office (IIO). The IIO became operational in September 2012.

Road safety enforcement

Traffic enforcement in British Columbia has benefited from a unique partnership with the Insurance Corporation of British Columbia (ICBC) for 35 years. For several decades, ICBC directly contributed overtime funds to police to deliver additional targeted corridor enforcement and CounterAttack drinking driving campaigns, as well as automated enforcement.

In 2003, the provincial government and ICBC formalized the arrangement by developing a unique integrated team model to support the ongoing delivery of enhanced traffic enforcement. Through a Memorandum of Understanding with ICBC, Policing and Security Branch now oversees an annual program and budget that supports over 150 specialized municipal and provincial traffic officers working in integrated teams across jurisdictional boundaries, delivering targeted traffic enforcement and auto crime enforcement as an enhancement to regular traffic services. These funds are topped up by an additional 30 per cent under the federal contract and now represent approximately $30 million in additional traffic and auto crime enforcement each year. This arrangement supports Integrated Road Safety Units (IRSUs), Integrated Municipal Provincial Auto Crime Team (IMPACT) and BaitCar auto crime enforcement, as well as CounterAttack and other targeted enforcement campaigns. This additional investment in enhanced road safety is unique to British Columbia and has contributed to unprecedented reductions in traffic fatalities and auto crime in the past seven years.

In 2011, the provincial red light camera program was expanded to 140 of the province's most dangerous intersections and upgraded to utilize digital imaging technology, remote data transfer and automated processing, reducing operational costs and dramatically improving the efficiency of this front-line enforcement program.

44 Davies, W. H. (2009). *Alone and cold: The Davies Commission Inquiry into the death of Frank Paul*. Victoria, BC: The Davies Commission Inquiry into the Death of Frank Paul.

Davies, W. H. (2011). *Alone and cold: The Davies Commission Inquiry into the response of the criminal justice branch*. Victoria, BC: The Davies Commission Inquiry into the Response of the Criminal Justice Branch.

45 Frank Paul died of hypothermia due to or as a consequence of acute alcohol intoxication in the overnight hours of December 5-6, 1998. Earlier that evening, he had been removed from the Vancouver Police Department lockup and left in a nearby alley by a police officer, where his body was later found. In 2007 the provincial government appointed Justice Davies to lead an independent commission of inquiry into the circumstances surrounding Mr. Paul's death, and the responses to his death by specific public bodies including the Vancouver Police Department and the OPCC. The terms of reference also included examining the rules, policies, and procedures governing similar circumstances (i.e., interactions between specific public bodies and persons incapacitated by alcohol or drugs and deaths caused by similar circumstances) and the relevant services available. The Davies Commission of Inquiry produced two reports in 2009 and 2011.

Page 87 of 404 PSS-2018-86101

References

British Columbia Justice Reform Initiative. (2012). Ministry of Justice: Justice Reform. Retrieved from the British Columbia Justice Reform Initiatives website: *http://www.ag.gov.bc.ca/justice-reform-initiatives/index.htm*

Braidwood, T. R. (2010). Why? The Robert Dziekanski tragedy. Victoria, British Columbia: Braidwood Commission on the Death of Robert Dziekanski. Retrieved from *http://www.braidwoodinquiry.ca/report/P2Report.php*

Braidwood, T. R. (2009). Restoring public confidence: Restricting the use of conducted energy weapons in British Columbia. Victoria, British Columbia: Braidwood Commission on Conducted Energy Weapon Use. Retrieved from *http://www.braidwoodinquiry.ca/report/P1Report.php*

Commission for Public Complaints against the RCMP. (2012). Jurisdiction of the CPC. Retrieved from the Commission for Public Complaints against the RCMP's website, *http://www.cpc-cpp.gc.ca/cnt/wwa/juris-compet-eng.aspx*

Cowper, D. G. (2012). A criminal justice system for the 21st century: Final report to the Minister of Justice and Attorney General Honourable Shirley Bond. Victoria, British Columbia: British Columbia Justice Reform Initiative. Retrieved from *http://www.ag.gov.bc.ca/public/justice-reform/CowperFinalReport.pdf*

Davies, W. H. (2011). Alone and cold: The Davies Commission Inquiry into the response of the criminal justice branch. Victoria, British Columbia: The Davies Commission Inquiry into the Response of the Criminal Justice Branch. *http://frankpaulinquiryca.nationprotect.net/report/Interim/*

Davies, W. H. (2009). Alone and cold: The Davies Commission Inquiry into the death of Frank Paul. Victoria, British Columbia: The Davies Commission Inquiry into the Death of Frank Paul. Retrieved from *http://frankpaulinquiryca.nationprotect.net/report/Final/*

Government of British Columbia. (2012). Families first agenda for British Columbia. Victoria, British Columbia: Government of British Columbia. Retrieved from *http://www.familiesfirstbc.ca/wp-content/uploads/2012/05/Family-First-Agenda.pdf*

Government of British Columbia. (2011). Province of British Columbia strategic plan 2011/12-2013/14. Victoria, British Columbia: Government of British Columbia. Retrieved from *http://www.bcbudget.gov.bc.ca/2011/stplan/2011_Strategic_Plan.pdf*

Ministry of Justice. (2012). *British Columbia Policing and Community Safety Plan* regional roundtables: Summary report. Victoria, British Columbia: Government of British Columbia. Retrieved from *http://www.pssg.gov.bc.ca/policeservices/publications-index/docs/PoliceRoundtable_SummaryReport.pdf*

Ministry of Justice. (2012). White paper on justice reform: Part one: A modern transparent justice system. Victoria, British Columbia: Ministry of Justice, Government of British Columbia. Retrieved from *http://www.justicebc.ca/shared/pdfs/WhitePaperOne.pdf*

Ministry of Public Safety and Solicitor General. (2009). Verdict at coroner's inquest: Findings and recommendations as a result of the inquest into the deaths of Kum Lea Chun, Moon Kyu Park, Christian Thomas Jin Young Lee, Yong Sun Park, and Hyun Joon Lee. Victoria, British Columbia: Ministry of Public Safety and Solicitor General. Retrieved from *http://www.pssg.gov.bc.ca/coroners/schedule/2009/docs/verdict-park-lee-chun-18-dec-2009.pdf*

Oppal, W. T. (2012). Forsaken: The report of the Missing Women Commission of Inquiry (Vols. 1-5). Victoria, British Columbia: Missing Women Commission of Inquiry. Retrieved from *http://www.missingwomeninquiry.ca/obtain-report/*

Oppal, W. T. (1994). Closing the gap: Policing and the community. Victoria, British Columbia: Oppal Commission of Inquiry into Policing in British Columbia. Retrieved from *http://www.pssg.gov.bc.ca/policeservices/shareddocs/special-report-opal-closingthegap.pdf*

Peters, R. DeV., Bradshaw, A. J., Petrunka, K., Nelson, G., Herry, Y., Craig, W. M., et al. (2010a). The better beginnings, better futures project: Findings from grade 3 to grade 9. Monographs of the Society for Research in Child Development, 75(3), 1-174.

Peters, R. DeV., Nelson, G., Petrunka, K., Pancer, S. M., Loomis, C., Hasford, J., et al. (2010b). Investing in our future: Highlights of better beginnings, better futures research findings at grade 12. Kingston, ON: Better Beginnings, Better Futures Research Coordination Unit, Queen's University. Retrieved from *http://bbbf.queensu.ca/pdfs/Grade%2012%20report%20FINAL%20version.pdf*

Police Act, R.S.B.C. 1996, c.367, s. 40. [Electronic version]. Retrieved from B.C. Laws: *http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/00_96367_01*

Public Safety Canada. (2012, January 25). Economics of policing. Presentation to the Ministers Responsible for Justice and Public Safety (Slide 3). Ottawa, Ontario: Public Safety Canada.

Representative for Children and Youth. (2012). Honouring Kaitlynne, Max and Cordon: Make their voices heard now. Victoria, British Columbia: Representative for Children and Youth. Retrieved from *http://www.rcybc.ca/Images/PDFs/Reports/RCY-SchoenbornReportFINAL%20Feb%2027.pdf*

Representative for Children and Youth. (2009). Honouring Christian Lee: No private matter: Protecting children living with domestic violence. Victoria, British Columbia: Representative for Children and Youth. Retrieved from *http://www.rcybc.ca/Images/PDFs/Reports/RCYChristianLeeReportFINAL.pdf*

Royal Canadian Mounted Police. (n.d.). Surrey RCMP: Car 67 Program. Retrieved from the RCMP website: *http://surrey.rcmp-grc.gc.ca/ViewPage.action?siteNodeId=73&languageId=1&contentId=713*

Schweinhart, L. J., Montie, J., Xiang, Z., Barnett, W. Steven, Belfield, C. R., & Nores, M. (2005). Lifetime effects: The HighScope Perry Preschool study through Age 40. In Monographs of the HighScope Educational Research Foundation, No. 14. Ypsilanti, MI: HighScope Press. Retrieved from *http://www.highscope.org/file/Research/PerryProject/specialsummary_rev2011_02_2.pdf*

Statistics Canada (2011). Police resources in Canada, 2011. Catalogue no. 85-225-X. Ottawa, Ontario: Ministry of Industry Statistics Canada. Retrieved from *http://www.statcan.gc.ca/pub/85-225-x/85-225-x2011000-eng.pdf*

United Nations Office on Drugs and Crime. (2008). Total police personnel at the national level. United Nations Survey of Crime Trends and Operations of Criminal Justice Systems. Eleventh UN-CTS, 2007-2008. Retrieved from the United Nations website: *http://www.unodc.org/unodc/en/data-and-analysis/crime_survey_eleventh.html*

Vancouver Island Health Authority. (2010). Vancouver Island Health Authority Outreach Services in Downtown Victoria. Retrieved from the Vancouver Island Health Authority website: *http://www.viha.ca/about_viha/news/news_releases/fs_VIHA_downtown_outreach_services_sep10.htm*

Vancouver Police Department. (n.d.). Police and Community Response Unit: Car 87 Mental Health Car. Retrieved from the Vancouver Police Department website: *http://vancouver.ca/police/organization/investigation/investigative-support-services/youth-services/community-response.html*

Wood, J. (2007). Report on the review of the police complaints process in British Columbia. Victoria, British Columbia: Ministry of Public Safety and Solicitor General. Retrieved from *http://www.pssg.gov.bc.ca/policeservices/shareddocs/policecomplaintprocess-report.pdf*

List of Acronyms

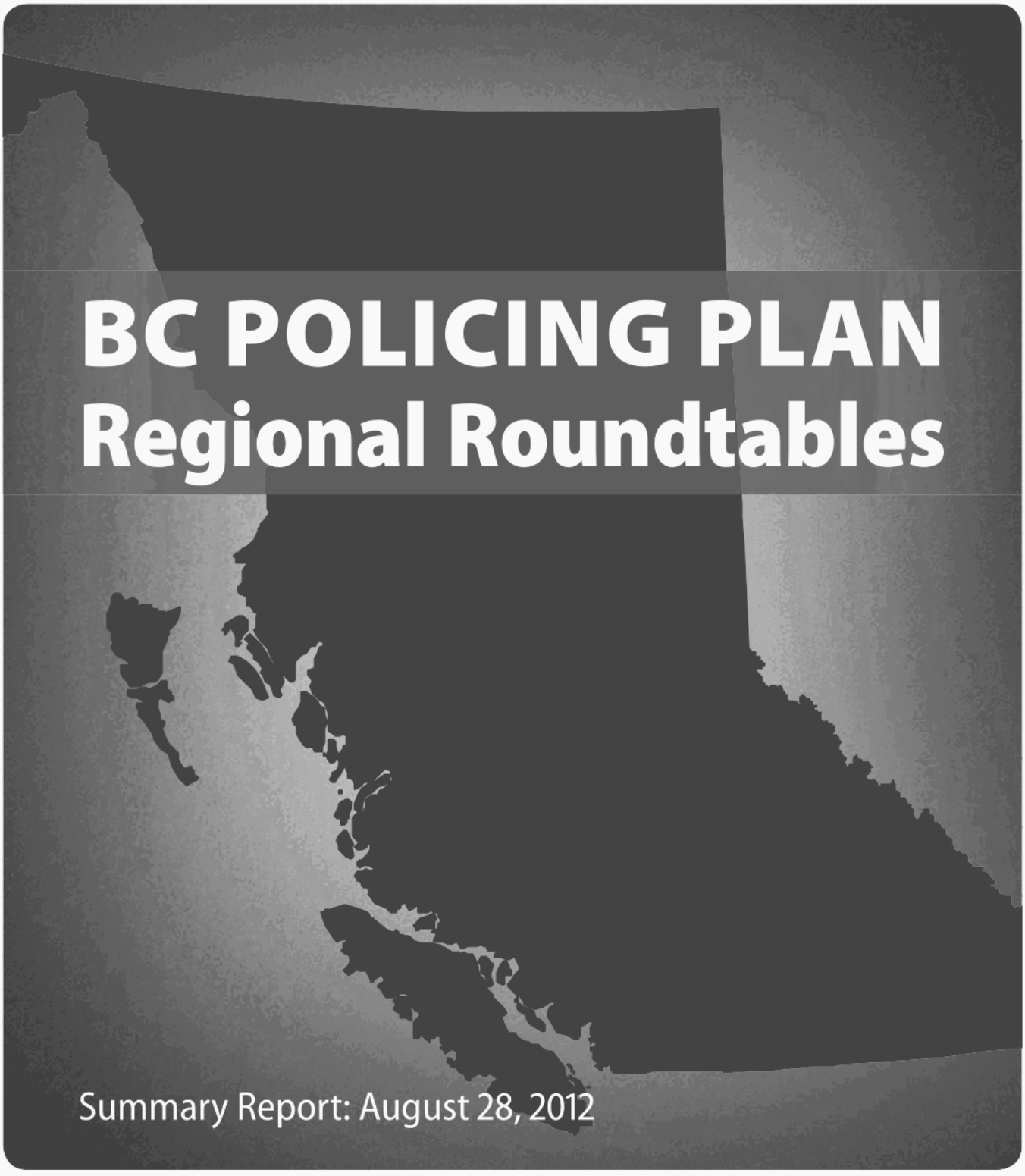
ACT	Assertive Community Treatment
BCACP	British Columbia Association of Chiefs of Police
BCAPB	British Columbia Association of Police Boards
BCPC	British Columbia Police Commission
CAD	Computer Aided Dispatch
CCA	Council of Canadian Academies
CCSO Crim	Coordinating Committee of Senior Officials-Criminal
CEW	Conducted energy weapon
CFSEU	Combined Forces Special Enforcement Unit
CID	Crisis Intervention and De-escalation
CIROC	Canadian Integrated Response to Organized Crime
CMC	Contract Management Committee
CPC	Commission for Public Complaints
CRCC	Civilian Review and Complaints Commission
CREST	Capital Region Emergency Services Telecommunication
CSCP	Community Safety and Crime Prevention Branch
CTA	Community Tripartite Agreements
CUFIC	Certified Use of Force Instructor Course
DTES	Downtown Eastside
E-COMM	Emergency Communications for Southwest British Columbia Incorporated
FNAPS	First Nations Administered Police Services
FNCPS	First Nations Community Policing Services
FNPP	First Nations Policing Policy
FPT	Federal Provincial Territorial
IBET	Integrated Border Enforcement Team
ICBC	Insurance Corporation of British Columbia
ICE	Integrated Child Exploitation Team
ICURS	Institute for Canadian Urban Research Studies
IHIT	Integrated Homicide Investigation Team
IIO	Independent Investigations Office
IMET	Integrated Coordinated Market Enforcement Team
IMPACT	Integrated Municipal Provincial Auto Crime Team
IRSUs	Integrated Road Safety Units

Page 91 of 404 PSS-2018-86101

ISPOT	Integrated Sexual Predator Observation Team
JIBC	Justice Institute of British Columbia
JIBC PA	Justice Institute of British Columbia Police Academy
LGCMC	Local Government Contract Management Committee
LGBT	Lesbian/Gay/Bi-sexual/Transgendered
MCM	Major Case Management
MPSA	Municipal Police Service Agreement
MPUA	Municipal Police Unit Agreement
MWCI	Missing Women Commission of Inquiry
NCC	National Coordinating Committee on Organized Crime
OCABC	Organized Crime Agency British Columbia
OPCC	Office of the Police Complaint Commissioner
PACC	Police Academy Chiefs Committee
P/NTA	Provincial/National Threat Assessment
PODV	Provincial Office of Domestic Violence
PPLS	Police Provincial Learning Strategy
PPSA	Provincial Police Service Agreement
PRCC	Pacific Regional Coordinating Committee on Organized Crime
PRIME-BC	Police Records Information Management Environment for British Columbia
PSB	Policing and Security Branch
PTEP	Provincial Tactical Enforcement Priority
RCMP	Royal Canadian Mounted Police
RCMP ERT	RCMP Emergency Response Team
RTIC	Real Time Intelligence Centre
SCBCTAPS	South Coast British Columbia Transit Authority Police Service
SPC	Special Provincial Constable
VAWIR	Violence Against Women in Relationships
VICOT	Victoria Integrated Community Outreach Team

Page 93 of 404 PSS-2018-86101


BRITISH
COLUMBIA



BC POLICING PLAN
Regional Roundtables

Summary Report: August 28, 2012

BRITISH COLUMBIA

BC POLICING PLAN
Protecting Our Future Together

Contents

Statement from the Honourable Shirley Bond, Minister of Justice and Attorney General 2

1. Executive Summary 3

1.1. Police 3

1.2. Crime prevention 4

1.3. Next steps 5

2. Background 6

3. Roundtable Approach 7

3.1. Roundtable topics 7

3.2. Roundtable questions 7

4. Key Challenges 9

4.1. Criminal activities and public safety challenges 9

4.2. Regional challenges 11

5. Policing-Related Issues and Suggested Solutions 12

5.1. Accountability 12

5.2. Funding 14

5.3. Effectiveness and efficiency (systemic and structural) 15

5.4. Collaboration / coordination 17

6. Crime Prevention and Support for Victims – Issues and Solutions 20

6.1. Leadership and coordination for crime prevention 20

6.2. Funding 21

6.3. Citizen engagement 22

7. Promising Practices and Programs 24

7.1. Integrated responses 24

7.2. Crime prevention 25

7.3. Alternatives to the traditional justice system 26

7.4. Domestic violence response 26

7.5. Other types of programs and practices 27

8. Next Steps 28

Appendices 29

Roundtable # 1 – Capital Area: April 25, 2012 29

Roundtable # 2 – Vancouver Island North: April 27, 2012 34

Roundtable # 3 – Thompson Okanagan: May 4, 2012 41

Roundtable # 4 – Northeast & Cariboo: May 11, 2012 50

Roundtable # 5 – Greater Vancouver: May 22, 2012 59

Roundtable # 6 – Greater Vancouver & Fraser Valley: May 24, 2012 68

Roundtable # 7 – North Coast & Nechako: June 1, 2012 76

Roundtable # 8 – Kootenay: June 8, 2012 85

Roundtable # 9 – Northeast & Cariboo (Fort St. John): June 14, 2012 92

Statement from the Honourable Shirley Bond, Minister of Justice and Attorney General

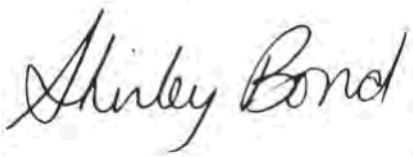


THE B.C. POLICING PLAN IS PART OF OUR GOVERNMENT'S efforts to modernize the justice sector and make it more transparent and responsive to British Columbians. The plan will set out goals, targets and performance measures for police over the next three, five and ten years. We recognize that in order for our police to be effective, we all need to be part of shaping provincial priorities and developing solutions that will modernize policing and make it sustainable. That's why the plan is being developed through online and face-to-face engagement with the public and with those who work in our communities every day to prevent and respond to crime.

This report will give you a comprehensive review of the feedback we've received so far from community service providers, local governments, First Nations and police who attended our nine regional roundtables. The ideas and suggestions in this report reflect their everyday experiences working to keep B.C. families safe in our communities.

Our next step is to work on a draft plan using all of the solutions, practices and input we're receiving. In the coming months, we'll be unveiling that draft plan for further public dialogue, so British Columbians have every opportunity to shape the plan before it is implemented.

We can all play a role in protecting our future together and I hope this process inspires you to consider how you can take part in enhancing your community's safety.



Honourable Shirley Bond
Minister of Justice and Attorney General

September 13, 2012

1. Executive Summary

THE PROVINCIAL GOVERNMENT IS WORKING ON A STRATEGIC PLAN for policing to enhance community safety and determine common priorities for policing in the future. The plan is being developed in consultation with a wide variety of partners to ensure it reflects the goals and concerns of British Columbians. A variety of approaches are in place to solicit input from stakeholders, partners and communities including regional roundtable meetings, an interactive website, a telephone survey and a series of focus groups.

The initial consultation approach was a series of nine regional roundtables held in communities throughout British Columbia between April and June of 2012. This report provides a summary of the common challenges, issues and suggested solutions raised by participants in the regional roundtables. Individual roundtable reports provide comprehensive records of each day's discussion and can be found in the Appendices and on the Ministry of Justice web site at *http://www.pssg.gov.bc.ca/policeservices/publications-index/*

In each roundtable, participants discussed the criminal activities and public safety issues in their communities. Overall, participants identified 11 key challenges:

- Drug and alcohol addiction
- Gang activity and drug trafficking
- Mental health
- Domestic violence
- Prostitution and human trafficking
- Sexual abuse and sexual assault
- Seniors' safety and potential elder abuse
- Prolific offenders
- Public disorder and personal safety
- Property crime
- Traffic and road safety

Participants also gave insight into the aspects of their local demographics, economies, and geography that impact and influence the approaches they take with respect to managing the challenges within their communities.

Participants were asked to identify priority issues and encouraged to suggest potential solutions. Generally speaking, participants were concerned about police-related/justice system issues and crime prevention.

1.1. Police

Overall, a key topic of discussion in many of the roundtable sessions was the desire of the participants to see the provincial government provide stronger leadership, better coordination of services, and alignment of funding with key public safety priorities.

Specifically, the topics identified with respect to policing issues fell into four broad themes:

1.1.1. ACCOUNTABILITY

- The police should build stronger relationships with communities
- The current community input structures into local police governance should be reviewed and strengthened
- Police performance should be adequately measured
- Police should manage media relations more proactively
- Police require more specialized training with respect to contemporary policing issues

1.1.2. FUNDING

- A province-wide, equitable police funding formula should be developed
- Funding levels should be reflective of each level of government's responsibility

1.1.3. EFFECTIVE AND EFFICIENT POLICING (systemic and structural change)

- Justice system reforms should be implemented in order to increase the effectiveness and efficiency of policing
- Sufficient resources should be allocated to social service agencies dealing with mental health, addiction and homelessness in order to relieve overburdened police
- Structural changes to police service delivery models should be considered to decrease police costs
- Innovative and sustainable management of police and civilian staff should be considered to decrease policing costs
- Strategies for reducing the administrative burden on police should be developed

1.1.4. COLLABORATION AND COORDINATION

- Greater collaboration is required between the justice system and related social and health systems in order to achieve true efficiencies and benefits
- Better coordination/consultation/communication is required between levels of government with respect to policing issues
- Mental health and addiction concerns require special attention from justice and social service providers
- A more coordinated response to domestic violence is required

1.2. Crime prevention

Participants expressed their interest in seeing the provincial government demonstrate stronger leadership through the development and implementation of a provincially-led crime prevention strategy. The identification of metrics and measures for effective, evidence-based crime prevention approaches along with the establishment of a clearing house and place for communities to share and explore best practices were identified as important features of the strategy.

Funding for crime prevention and for services to victims was also a key theme of discussion. Roundtable participants also explored the importance of local coordination, citizen engagement and the use of volunteers throughout roundtable discussions.

Specifically, discussions can be categorized into the following themes:

1.2.1. LEADERSHIP AND COORDINATION FOR CRIME PREVENTION

- A provincially-led crime prevention strategy should be developed and implemented
- Local resources are required to coordinate community-based crime prevention and crime reduction efforts

1.2.2. FUNDING

- Consistent, stable and long-term funding is required for victim services and crime prevention programs
- Community programs should be supported to maintain consistent availability of services

1.2.3. CITIZEN ENGAGEMENT

- Volunteers play an important role in addressing community health and safety issues and the coordination of volunteers should be enhanced
- Citizens have an important role to play in improving the safety of their communities and should be engaged
- Finally, participants also discussed programs and approaches they believe are already working well in their communities. These are described in more detail in the "Promising practices" section of this report.

1.3. Next steps

A series of focus groups will be held in the coming months. The topics will include those that emerged as key themes from the roundtable sessions or were identified by the province.





2. Background

AS PART OF THE *FAMILIES FIRST AGENDA FOR CHANGE*, THE PROVINCIAL GOVERNMENT committed to the development a 10-year strategic plan that sets out goals, targets and performance standards for policing. The plan is being established through engagement with British Columbians and in collaboration with police, community leaders and members of the social service sector. The purpose of the plan is to enhance community safety and determine common priorities for policing in the future.

The approach taken is to provide British Columbians with a more open and transparent view of government operations with respect to policing in the province. It also presents an opportunity for the provincial government to engage communities in discussions around crime prevention activities and priorities. Three specific engagement activities have been undertaken, including: a series of regional roundtable sessions; implementation of an interactive website for public consultation and feedback; and a set of focus groups with key stakeholders.

It is important to note that the findings from the roundtable discussions contained within this report are based on feedback received from participants. It is not the intent of the authors to ensure the accuracy of comments or endorse any suggested solutions.

3. Roundtable Approach

AS SHOWN IN FIGURE 1, THE FIRST STAGE IN THE DEVELOPMENT OF THE B.C. POLICING PLAN was a series of regional stakeholder roundtables. These were held from April 2012 through June 2012. The roundtables were held in nine locations around the province, as illustrated in Figure 2. Participants included local government, First Nations representatives, community leaders, social service organizations and local police. Through facilitated discussions and small group break-out sessions, they identified public safety issues, defined priorities and suggested potential solutions for shaping the future of policing and crime prevention in B.C.

3.1. Roundtable topics

Discussion at the roundtables covered the following topics:

- Problems with criminal activity
- Responses to criminal activity
- Core police responsibilities
- Crime prevention
- Policing and crime prevention resources
- Public safety

3.2. Roundtable questions

Key questions designed to stimulate discussion and debate among participants included:

- What are the main types of criminal activities that are occurring in your community and surrounding areas? How is your community impacted by these activities?
- When crime happens in your community, what programs and services are available for those impacted?
- What are core policing responsibilities and have they changed over time?
- How are community members currently involved in crime prevention?
- Do community members feel safe in your community?
- What is working well and not working well?
- What ideas and solutions should be considered?
- What are the priorities?

Figure 3 BC Policing Plan website



Much of the information shared during the roundtables was captured, organized and aggregated into themes and summary statements. Participants were informed in advance that no information would be directly attributed to any one person or organization in order to foster an environment of frank and open dialogue.

The project team reported back to participants after each roundtable through a comprehensive feedback report. These reports were posted on a website designed specifically for facilitating public participation in the development of the B.C. Policing Plan as shown in Figure 3. The purpose of the B.C. Policing Plan blog site is to provide the public with a transparent view of how the B.C. Policing Plan is being developed and to extend the conversations started in the roundtables. The site also provides the public with a forum to respond to the ideas and suggestions being generated by the project.

A copy of each of the nine roundtables reports are also appended to this report (see the Appendices starting on page 29).

Figure 1 Engagement activities and process

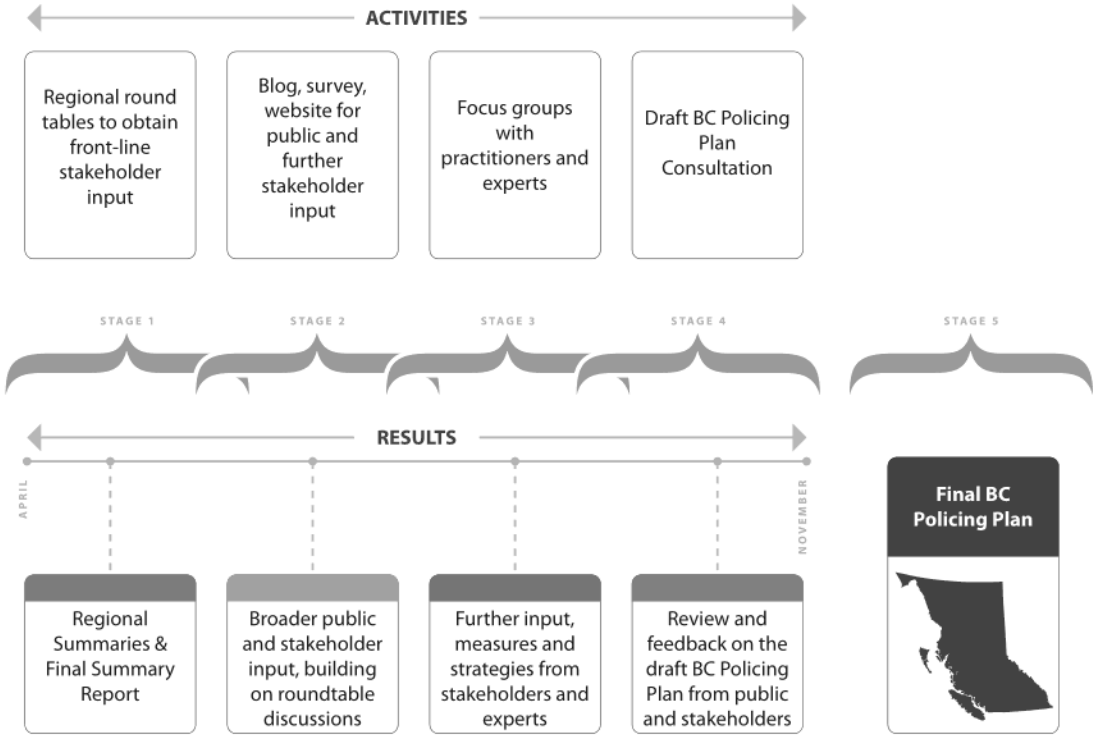


Figure 2 Regional roundtable locations and dates



DATE	LOCATION
April 25, 2012	Victoria
April 27, 2012	Nanaimo
May 4, 2012	Kelowna
May 11, 2012	Prince George
May 22, 2012	Vancouver
May 24, 2012	Surrey
June 1, 2012	Prince Rupert
June 8, 2012	Cranbrook
June 14, 2012	Fort St. John

4. Key Challenges

AN IMPORTANT PART OF THE ROUNDTABLE PROCESS was giving participants the opportunity to explain the scope of challenges they are experiencing within their communities. For the most part, the challenges identified by the participants concerned either criminal activities and public safety concerns or broader, more universal societal or structural themes. By and large we heard that many B.C. communities have developed grassroots local networks for trying to reduce and prevent crime. Many participants also discussed the role of the provincial government both in providing sufficient funding for programs and systems as well as working diligently to coordinate justice, health, and social support services more closely.

4.1. Criminal activities and public safety challenges

4.1.1. DRUG AND ALCOHOL ADDICTION

Participants consistently identified a need for better resources to treat and address addictions. Many felt that drug and alcohol abuse are connected to, and drivers of many calls to police. The production, distribution and consumption of illicit drugs and alcohol contribute significantly to residents feeling unsafe in the community. Participants also talked about the role addiction plays in the cycle of crime, particularly with respect to family violence and property crime. Many participants wanted to see alternatives to holding impaired persons in local police cells (e.g., sobering centers).

4.1.2. GANG ACTIVITY AND DRUG TRAFFICKING

Participants told us how their communities were affected by gang activity in a number of different ways. They identified gangs as contributing to an overall sense of community instability, especially where youth and other vulnerable individuals are recruited to support gang activity. Participants noted that gangs often use intimidation or promises of money, status and belong in order to attract members. Drug trafficking in general was noted as a consistent problem across the province, as was the illegal sale of alcohol and drugs into dry communities. Communities in more remote or widespread regions noted that gangs are capitalizing on lower police presence.

4.1.3. MENTAL HEALTH

Participants consistently identified the need for greater supports to address mental health, addiction and homelessness. Many discussed the impact of the closure of mental health facilities on already thin policing resources. In general participants felt it was unfair that local police were primarily responsible for responding to mental health related incidents that could be handled by other support systems. Many participants felt that these incidents were reducing police availability to deal with other public safety concerns. There were also concerns about the use of criminal justice interventions on participants who may be handled more appropriately through medical support.

4.1.4. DOMESTIC VIOLENCE

Violence in relationships and families was a prevalent matter of discussion among roundtable participants. Violence against women dominated the roundtable conversations, but violence against men, children and the elderly was also discussed. Participants talked about the complexity of trying to provide support and interventions for victims and their loved ones in light of the number of different agencies, all operating independently and with varying degrees of stability and capacity. While participants viewed demand as outpacing available supports, they also talked about the need to eliminate overlap between agencies and utilize integrated case management in order to operate more

effectively. Participants also discussed the need to develop new program areas when required (e.g., more programming for men).

4.1.5. PROSTITUTION AND HUMAN TRAFFICKING

Prostitution and human trafficking were often raised in discussions around drug and alcohol addiction, gang activity and violence against women. Participants noted the prevalence of prostitution in areas where drug use and trafficking is high. The problem was seen to be more acute in areas where the financial means to pay for both drugs and prostitution are high. Human trafficking was raised by many participants as an emerging, but little known criminal activity in communities.

4.1.6. SEXUAL ABUSE AND SEXUAL ASSAULT

In addition to violence in relationships, sexual abuse and sexual assault were frequently raised as issues. Many participants noted that often rural areas and small communities do not have access to the same resources and facilities for victims of sexual abuse as urban centres and larger communities.

4.1.7. SENIORS' SAFETY AND POTENTIAL ELDER ABUSE

In addition to elder abuse, participants raised the vulnerability of seniors as targets of crimes such as theft, fraud and home invasion. Participants also noted that seniors are the most likely residents to feel unsafe in their communities, especially where there are drugs, alcohol, unsupervised youth and seasonal population changes that affect public perception of safety.

4.1.8. PROLIFIC OFFENDERS

Roundtable participants discussed the significant impact that prolific offenders have on communities (i.e., a small number of offenders can commit a large number of offences, usually to support an addiction). Some participants noted that while increased police supervision of prolific offenders is beneficial, it is not a substitute for programs that help offenders deal with the root causes of why they are involved in criminal activity.

4.1.9. PUBLIC DISORDER AND PERSONAL SAFETY

Many participants noted that communities are challenged to ensure public spaces are shared and respected rather than dominated and damaged. The behaviour of both individuals and large crowds were viewed by participants as affecting feelings of public safety. The most commonly noted negative behaviour included public intoxication, open drug use and prostitution. Participants noted that these activities can take over properties, neighbourhoods, or areas of the back country. Bush parties and seasonal recreational tourism were often identified as sources of potential public disorder and safety concerns.

4.1.10. PROPERTY CRIME

Property crime was commonly referenced by participants, particularly vandalism, graffiti, vehicle theft and theft from vehicles. Police and non-police participants alike agreed that these crimes affect a great number of people on a more personal and direct level than more serious and/or violent crimes. Timely response from police is expected; however, participants recognized that police response to property crimes takes away from other policing priorities, while at the same time, little police response impacts negatively on public confidence and satisfaction with policing.

4.1.11. TRAFFIC AND ROAD SAFETY

Dedicating sustained police resources to traffic enforcement was identified as critical to maintaining safe roads and public safety. Participants viewed road safety as an ongoing concern for communities and agreed that police should continue to focus on impaired driving, reckless driving, distracted driving, speeding and pedestrian safety.

4.2. Regional challenges

4.2.1. DEMOGRAPHICS

Participants discussed the impact of unique demographic patterns on community safety and noted that different demographic compositions can bring diverse criminal activities into focus. Areas with younger demographics have criminal activity more centred on drugs and prostitution while areas with larger elderly populations see more criminal activities like fraud, property crime and elder abuse. Some participants noted that another population factor that affects community safety is tourism and seasonal recreation. Community populations expand and retract by as much as three times their average size during busy tourist seasons; consequently, police near popular ski and lake resort areas can experience major peaks in demand which place considerable strain on community resources.

4.2.2. ECONOMICS

Many participants noted the impact that economic cycles have on the prevalence of crime and public safety issues as well the availability of resources to deal with those concerns. Economies reliant upon a natural resource operation or a dominant source of revenue have been impacted by the rise and fall of industry, creating a boom/bust environment. Participants expressed concerns that the increased wealth from industrial growth in small communities has come at a high price in terms of community health, as a consequence of activities such as drug use and prostitution. Some participants noted that this phenomenon is apparent in many communities in northern B.C. whereas southern metropolitan areas with more diversified economies experience less impact. Participants also agreed that in communities where the economy is eroding, families become more unstable with an increase in the illicit drug business, drug and alcohol abuse, and family violence. Consequently, police and related community support services are stretched thinner by these demands.

4.2.3. GEOGRAPHY

Participants spoke about the distinctions between regions and rural versus urban communities, and how those factors impact on the prevalence or prominance of many of the criminal activity and public safety challenges identified in the previous section. Participants noted that large, urban communities have significantly more police and support resources than their rural counterparts. Rural communities require police to cover a much larger geographical area with detachments as small as one or two members and rural landscapes often present challenges that urban centres typically do not face. Participants discussed concerns about expectations in smaller communities where police are expected to cover more ground with fewer resources and offer the same range and quality of services as urban centres that have more community support services.

5. Policing-Related Issues and Suggested Solutions

WHAT FOLLOWS IS A DESCRIPTION OF THE FINDINGS from the focussed discussions with roundtable participants concerning their priority issues and ideas for potential solutions with a particular emphasis on policing-related issues. The purpose of this description is to distill wide-ranging discussion points into constructive themes. These themes are grouped into four broad categories: (1) accountability; (2) funding; (3) effective and efficient policing strategies (systemic and structural); and, (4) collaboration and coordination. Not all issues generated suggested solutions, and there is some overlap of issues and ideas.

5.1. Accountability

5.1.1. POLICE-COMMUNITY RELATIONS

The police should build stronger relationships with communities

Participants expected local police to stay current about the services and supports available within the community and for police to use that knowledge to help victims navigate the system effectively, thereby building trust in the process and within the community. In a number of communities, participants who work with victims of crime noted that some clients feel unsafe reporting crime due to a lack of understanding of the system and a lack of trust in authorities, including police.

Participants across the province recognized that cultural traditions, language, and historical relationships within the community influence community engagement with the justice system. Participants noted the importance of bridging cultural differences in order encourage the reporting of criminal activity and increase the effectiveness of crime prevention initiatives.

Many participants expressed a desire for greater awareness of and respect for indigenous ways of solving community problems.

Some participants were concerned about the loss of familiarity and understanding of communities that result from the typical change over of RCMP officers in rural detachments every two years.

Solutions suggested by roundtable participants

- Police should attend community events, participate in community activities in non-enforcement roles, and ensure that officers 'fit' their communities.
- Transfer policies that remove officers from communities every few years and frustrate community relationship building should be reconsidered. Similarly, the perceived practice of sending new recruits with little experience to northern or remotes areas should be reassessed.
- First Nations members should be invited to the decision-making table concerning integrated or collaborative case management discussions that involve members of their community.
- The relationship between police and First Nations could be improved through a greater expansion of First Nations policing and allowing First Nations officers to police the communities where they are from.
- Aboriginal youth would benefit from programs that allow them to interact positively with police.
- Police need to put more effort into establishing relationships/outreach to marginalized groups such as new immigrants, the queer community, and First Nations.
- Increased cultural sensitivity training is recommended not just for police but also for dispatchers.

5.1.2. COMMUNITY PARTICIPATION IN GOVERNANCE OF POLICING

The current community input structures into local police governance should be reviewed and strengthened

In addition to a general desire for increased community input into the development of policing priorities, many participants were unhappy with the current structures in place to facilitate that input. It was noted that communities with a municipal police department have a vehicle for civilian oversight and input into policing through a municipal police board. While some communities policed by the RCMP have local police committees, for others the link to local police is through local government.

Many community representatives were not happy with the current structures for participation or input. Similarly many local government participants were also dissatisfied with the same structures or processes. Some participants in communities with a police board expressed frustration with the police board appointment process.In some communities policed by the RCMP, participants acknowledged that a new Annual Performance Planning process has had a positive impact and improved opportunities for input into policing priorities and expectations.

Solutions suggested by roundtable participants

- The means by which community input into policing issues is facilitated should be improved and strengthened.
- The police board appointment process should be reviewed.

5.1.3. POLICE PERFORMANCE MANAGEMENT

Police performance should be adequately measured

Overall, participants expressed a desire for consistent, clear performance measures and metrics for policing across the province. Participants saw problems with existing measures since crime statistics do not reflect the administrative workload of a file and case burdens do not consider demands like travel time for police in remote areas. Some participants also suggested that policing should run like a business, with strategic, long-term planning and business management concepts driving decisions about overtime, technology and other major cost drivers.

Solutions suggested by roundtable participants

- Stakeholders need to work together to find common ground in the development of appropriate measures for policing.
- Police leaders should have training/skills in business management.

5.1.4. POLICE-MEDIA-COMMUNITY RELATIONS

Police should manage media relations more proactively

In discussing public safety, and the importance of feeling safe in their communities, participants often talked about the challenges of how the public gets information about policing. Many felt the public was getting an inaccurate picture of the actual crime in their community, and their local police, because of media focus on negative and sensational stories. Officers and community members alike expressed concern that there may not be a resolution of this issue with traditional types of media; others suggested it was an opportunity for police to find new ways of engaging with the public directly, particularly through social media.

Solutions suggested by roundtable participants

- Police leaders need to get out in front of negative stories and own them/take responsibility.

- Police should consider expanded use of social media to educate and inform communities about crime and public safety issues.

5.1.5. POLICE TRAINING

Police require more specialized training with respect to contemporary policing issues

Most participants recognized the high expectations placed on police with respect to their skill-set and level of performance; however, participants wanted police to have increased specialized training with respect to contemporary policing issues. Police participants acknowledged that it is a challenge to get officers through mandatory or elective training in a timely manner while also meeting the community expectations of day-to-day police work.

Solutions suggested by roundtable participants

- New police training should focus on key challenges such as mental health and family violence as well as intercultural connections and cultural sensitivity.
- Additional training for police, nurses and doctors likely to encounter sexual abuse and sexual assault victims was also suggested as an example of a circumstance where a lack of training can contribute to a reduced reporting of the crime and the potential re-victimization of victims.
- The provincial government should provide funding for training when new responsibilities or tools are developed, such as provincial policing standards or new legislation.

5.2. Funding

A province-wide, equitable police funding formula should be developed

Many participants identified the need for a fair and equitable police funding formula that reflects those responsibilities. They felt that citizens should pay the same for policing regardless of the population of their community or whether it is policed by the RCMP or a municipal force. Some participants also suggested communities should be free to pay for the level of policing that meets their needs.

Funding levels should be reflective of each level of government's responsibility

Participants suggested that the funding formulas have to reflect each level of government's responsibilities and that there needs to be clear communication, acceptance and understanding that fewer resources means that certain types of calls may no longer be attended by police.

Solutions suggested by roundtable participants

- The provincial government should work with communities to develop an equitable police funding formula.
- Funding levels should reflect federal, provincial and municipal government policing responsibility

5.3. Effectiveness and efficiency (systemic and structural)

5.3.1. JUSTICE SYSTEM REFORM

Justice system reforms are required in order to increase the effectiveness and efficiency of policing

Participants expressed concern that the justice system was not only inefficient, but it does not deliver meaningful behaviour change on the part of offenders or public satisfaction, despite the fact that significant time and resources are invested in the operation of the system. Some participants expressed concern that the public's skepticism about the justice system had an impact on perceptions of police.

Participants in general wanted to see expanded use of these alternatives to the criminal justice system. They discussed a wide-range of ideas and often returned to the need for additional restorative justice programs. Participants viewed restorative justice as a promising practice for addressing criminal activity in a community-focused way that educates an offender while still holding that person accountable for the offense. Participants also acknowledged that restorative justice only works well for certain types of offenses and certain types of offenders. It may not work for sexual assault and intimate partner violence and some offenders respond better to other forms of community accountability.

Solutions suggested by roundtable participants

- More intervention programs and supports should be made available before crime has been committed because many programs that are intended to reduce re-offending could be effectively tailored to preventing crime by those who are at risk, particularly with respect to domestic and family violence.
- The provincial government should continue to look for opportunities to take issues out of the courtroom to create a sense of resolution for communities and those directly impacted, including the offender and the victim.
- The provincial government should explore ways to streamline the justice system through technological enhancements.
- Restorative justice programs should be an integral part of the justice system.

5.3.2. ROLES AND RESPONSIBILITIES OF POLICE

Sufficient resources should be allocated to social service agencies dealing with mental health, addiction and homelessness in order to relieve overburdened police

Most participants saw social issues like homelessness and mental health as provincial government responsibilities that have been transitioned onto police and, by extension, onto municipal budgets. Participants often discussed "mandate creep" as harmful to police performance and community satisfaction. Participants explained how police have become the default agencies for a wide range of calls that might be better handled by other specialized social service response teams. Participants expected core police responsibilities to include patrols and a high visibility in communities but felt that presently the police are often required to act as social workers, counsellors, and mental health workers.

Solutions suggested by roundtable participants

- It would free up policing resources significantly if mental health, addiction and homelessness issues were supported by strategic, sustained efforts by the provincial government.
- The provincial government should lead a dialogue with communities and local governments to define and clarify core responsibilities for police agencies. Communities should be part of defining those responsibilities in an ongoing, sustainable way.

- Public education is required for the public concerning the burden of false or inappropriate calls to police.

5.3.3. COST MITIGATION STRATEGIES

Structural changes to police service delivery models should be considered to decrease police costs

Participants agreed that police costs continue to increase each year and that the upward trend is not likely to change. There was general consensus amongst participants that significant savings in police costs could effectively be achieved through structural changes to police service delivery models. Three topics dominated these discussions:

- A recurring discussion focused on the potential use of other law enforcement professions (i.e., bylaw officers, sheriffs, auxiliaries, reservists) to perform duties that do not require a fully trained police officer. Many participants felt that significant cost savings could be made from such models (often referred to as 'tiered policing'). There was some objection to these suggestions, particularly around the use of sheriffs as alternatives.
- Generally speaking, the integration of specialized services was endorsed by participants, including the introduction of specialized integrated teams for particular crimes (e.g., Integrated Homicide Investigation Team) or the enhanced integration of shared services (e.g., emergeny response teams). Even though most participants commented positively on integration as a strategy for reducing policing costs, concern was raised about the lack of a consistent funding, governance and evaluation framework for existing integrated teams. Participants also reported a need to define the responsibilities of local police in relation to regional, integrated, provincial or federal police units.
- During the roundtables held in Victoria, Vancouver and the Fraser Valley, participants raised the issue of regionalized police forces. This topic elicited divergent responses from participants and a general consensus on the topic was not evident. Notably, comments in favour of regionalization were more dominant in the Vancouver and Fraser Valley roundtables, while participants in the Capital Regional were more likely to favour enhanced integrated policing.

Solutions suggested by roundtable participants

- The provincial government should look for opportunities to coordinate or transfer certain roles and responsibilities to other law enforcement professions (i.e., bylaw officers, sheriffs, auxiliaries or reservists).
- The provincial government should assess innovative approaches in other jurisdictions that have shifted some policing responsibilities onto other law enforcement professions.
- There should be a formal dialogue with stakeholders to establish funding formulas, governance mechanisms, and information sharing agreements for integrated teams.

Innovative and sustainable management of police and civilian staff should be considered to decrease policing costs

Most participants were of the opinion that changes in how police agencies manage their human resources could reduce the costs of policing. A wide range of topics were covered during the discussions, but generally speaking participants were interested in how both civilian and police staff are deployed.

Some participants in urban areas expressed interest in reducing department staffing through the integration or centralization of a wide range of administrative functions such as: policy and procedure development; internal auditing; records management; criminal records checks; and crime analysis. Some participants also expressed interest in civilianization of many of these functions.

Participants also discussed the need for more crime analysis and evidence-based practices in order to ensure police allocate resources according to need. Some participants observed that current shift scheduling practices are governed by collective agreements, making it difficult for police agencies to align its human resources with identified needs.

Participants expressed frustration that their local police are often operating below authorized strength and are challenged to fill vacancies and leaves. They also noted that with police supervisors over extended with other duties, less time is being spent supervising or mentoring front line officers.

Solutions suggested by roundtable participants

- As part of any discussion concerning the integration of services, consideration should be given to integrating administrative functions and civilianization of operational positions.
- The provincial government and police agencies should ensure that crime analysis capacity is adequate to ensure that police resource allocation is evidence-based.
- The RCMP should establish a central pool for filling vacancies and addressing seasonal demands.
- Retired police officers could continue to work in certain capacities such as court liaison or community patrol.

Strategies for reducing the administrative burden on police should be developed

Many police participants expressed frustration by the amount of hours police officers must spend on paperwork due to court decisions. Participants talked about lessening the administrative burden on police organizations by potentially reforming processes around charge approval, time spent in court, time spent entering data, etc. For example, some participants felt that while PRIME was implemented to facilitate a more integrated policing environment, it is a labour intensive program and fairly time consuming for police to utilize.

Solutions suggested by roundtable participants

The province should facilitate discussions with stakeholders on potential technological solutions/ enhancements and/or procedural changes to reduce some administrative burden.

5.4. Collaboration / coordination

5.4.1. SYSTEM COLLABORATION

Greater collaboration is required between the justice system and related social and health systems in order to achieve true efficiencies and benefits

The concept of 'breaking down silos' was discussed extensively by roundtable participants.

Participants spoke often about the effectiveness of collaborative approaches between agencies, especially where law enforcement and local service providers are able to discuss issues and solutions collaboratively, share information and maintain cross-agency awareness.

Another collaborative approach which participants cited as very effective were inter-agency response units which team police officers with other service providers to respond to specific types of calls. Examples included the RCMP's Car 67 and Vancouver Police Department's Car 87, which pair police with mental health workers to respond to mental health-related calls.

Despite the considerable enthusiasm for collaborative efforts, participants discussed at length the long standing barriers to information sharing as a key impediment to progress with this strategy. Current privacy legislation at both the federal and provincial levels creates hesitation or requires

that information sharing happen informally between parties. When staffing changes occur, information-sharing and trust is not always easy to re-establish.

Solutions suggested by roundtable participants

- Barriers to information sharing, such as privacy and liability concerns, should be addressed at a policy level so that information can be shared safely between the different agencies that are often interacting with the same individuals.
- Participants asked for direction, including potential changes to legislation, as to what personal information can and cannot be shared.
- At a more strategic level, participants advocated for increased collaboration between provincial government ministries and different levels of government with respect to issues such as public safety/mental health/health and education.

5.4.2. POLICE-GOVERNMENT RELATIONS

More sufficient coordination/consultation/communication is required between levels of government with respect to policing issues

Many participants discussed the need for government stakeholders to have a way to participate in planning for policing in a coordinated, strategic manner. Some participants felt there is a need for stakeholders to advocate for policing funding at the provincial level (where competition for dollars is intense), and a requirement for a forum for local concerns to be raised and addressed by the province at a strategic level and not as individual issues. Furthermore, participants were concerned about the lack of continuity in information flow from the federal and provincial governments concerning policing issues as well as ongoing confusion around the division of responsibilities.

Local government participants from some RCMP policed jurisdictions expressed considerable frustration with respect to their role in governing the workings of the RCMP contract. Issues such as RCMP overtime costs, insufficient staff, impact of the backup policy on rural/remote areas, were raised.

Solutions suggested by roundtable participants

- In communities policed by the RCMP, more opportunities should be created for communities to have dialogue with all levels of government concerning how the RCMP delivers its service, including scheduling, back-up policies, member pay, budget cycles and the affects of amalgamating detachments.
- There should be a forum for local and provincial level representatives to discuss and plan for policing in a more strategic, integrated way.
- The current legislative and regulatory framework for policing should be examined by federal, provincial and municipal governments to ensure it is aligned with current realities of modern policing.

Mental health and addiction concerns require special attention from justice and social service providers

In keeping with the overall theme of system collaboration, participants repeatedly singled-out mental illness and addiction as issues that require special attention. Generally speaking, participants were of the view that properly resourced services to address the social/health issues of mental health, addictions, dual diagnosed persons and homelessness are needed to not only free up police resources but to also provide better outcomes for citizens.

Participants were generally supportive of prolific offender management strategies as a means of dealing with mental health/addiction issues; however, they were concerned that the use of enforcement (and the related use of administration of justice offences) was not supported sufficiently by rehabilitation and treatment programs. There was also some concern expressed about 'displacement' of prolific offenders from one community to another depending on local policing resources and strategies.

Solutions suggested by roundtable participants

- The provincial government should properly coordinate and fund programs aimed at treating mental illness and addiction.
- A regional or provincial crime reduction strategy is required to deal with displacement and resources concerns.
- Specially trained police are needed to attend and work with mental health experts when responding to certain calls for service.
- Legislation should be amended to allow police to release mentally ill persons to a nurse/hospital and not require physician approval.
- Drug addiction should be dealt with as a health issue and not as a criminal.

A more coordinated response to domestic violence is required

Domestic violence was recognized by participants as an area where considerable effort had been put into the development of programs and practices; however, many participants felt a more coordinated response is required. Participants suggested domestic violence in particular would best be dealt with in a holistic way, with centralized, provincial level oversight and responsibility. They also suggested a provincial central risk assessment team for highest risk cases. Some participants noted that the new Provincial Office of Domestic Violence at the Ministry of Children and Family Development may help to improve domestic violence response across the province.

Participants gave examples of local activities working well to address domestic violence, primarily by leveraging and growing the expertise of the different partners and sharing information, which allows for better support to victims and offenders and, at times, the prevention of further violence through collaborative safety planning. Integrated case management teams were frequently cited as having a positive impact in local communities (see Section 6.0 for a list of promising programs and practices). Finally, participants discussed the importance of creating domestic violence responses that assist both the individual victims and that focus on healing families in their homes, rather than removing the family and leaving the abuser in the home.

Solutions suggested by roundtable participants

- The provincial government should provide centralized oversight for domestic violence responses.
- The provincial government should create a provincial central risk assessment team for highest risk cases.

6. Crime Prevention and Support for Victims – Issues and Solutions

THE FOLLOWING SECTION SUMMARIZES DISCUSSIONS WITH ROUNDTABLE participants concerning their priority issues and ideas for potential solutions related to crime prevention and programs and services supporting victims. These themes are grouped into categories: (1) Leadership and coordination of crime prevention ; (2) funding; (3) citizen and volunteer engagement. Not all issues generated suggested solutions, and there is some overlap of issues and ideas.

6.1. Leadership and coordination for crime prevention

6.1.1. PROVINCIAL CRIME PREVENTION STRATEGY

A provincially-led crime prevention strategy should be developed and implemented

Participants overwhelmingly pointed out the effectiveness of breaking through the underlying cyclical, cultural or generational factors behind crime citing many examples of effective crime prevention programs and initiatives. Participants also expressed a perceived absence of leadership and direction and inconsistencies in crime prevention programming from one community to the next. They also identified a lack of metrics and measures for assessing the effectiveness of crime prevention approaches. In some cases, this has resulted in costly investments in programs that have not proven effective.

Participants expressed a clear desire for a provincially-led crime prevention strategy that sets out a framework for crime prevention programming across communities and focuses efforts toward priority issues. They also indicated the importance of identifying and communicating what works. Doing so might reduce competition between organizations, foster coordination between them and provide clear direction to police on their role in crime prevention, which currently varies by community and according to available resources. Although participants expressed a desire for a certain level of standardized programming, communities still wanted the freedom to tailor crime prevention to their unique needs and culture.

Participants also identified the importance of working with youth in order to prevent crime. Participants largely wanted to see more activities for youth that promote resiliency, build athletic skills and make cultural and cross-generational connections, including martial arts, swimming, self-defense, cultural camps and aboriginal canoe journeys. Participants also raised the effectiveness of using social media to canvas youth for their interests and to promote activities targeted at getting youth off the streets and doing something productive together.

Solutions suggested by roundtable participants

- Metrics and measures for crime prevention programming should be established and programs should be evaluated against these
- Establish an inventory of what programs are already working in communities successfully, reducing any duplication and identifying programs that are evidence-based and should be expanded provincially
- Establish a provincial clearing house for crime prevention and provide opportunities for communities to share best and promising practices
- Consider mandating specific crime prevention programming for consistent implementation in all communities

6.1.2. LOCAL COORDINATION

Local resources are required to coordinate community-based crime prevention and crime reduction efforts

In addition to the need for a provincial crime prevention strategy, many participants identified a need for local coordination of crime prevention efforts. Because serious crimes demand more police time, property crime and other nuisance crime goes unresolved, impacting the community's sense of satisfaction and safety. Communities with fewer police lack the necessary resources to maintain a consistent focus on these issues as they try to manage competing priorities.

Crime reduction initiatives and programs that assist communities in collaboratively dealing with prolific offenders are effective but also resource intensive and they are not in place in all communities. While some participants questioned whether crime prevention should fall within the role of police, others identified a clear need for dedicated, police-based? crime prevention and crime reduction units. Regardless of the approach, participants agreed that local personnel were required to coordinate local efforts and liaise with other community resources.

Solutions suggested by roundtable participants

- Identify and assign local crime prevention/community policing coordinators
- Establish dedicated crime prevention/crime reduction units

6.2. Funding

6.2.1. CRIME PREVENTION AND VICTIM SERVICE PROGRAM FUNDING

Consistent, stable and long-term funding is required for victim services and crime prevention programs

Participants discussed funding for victim service and crime prevention programs. With respect to victim service programs, participants expressed that the current funding model contributes to challenges in providing a consistent level of service delivery. Although services to victims of crime are mandated provincially they are not fully funded by the province. In some areas, municipalities contribute funds and in other areas it is the Regional District. The amount of funding that municipalities and regional districts provide also varies from community to community resulting in different levels of service delivery. For example, while the province does not fund victim services to be available 24/7 some communities report using municipal/regional district contributions to support a 24/7 service. While in other communities there may be an expectation of a similar level of service, resources aren't available to provide/sustain it.

While victim service program funding and core crime prevention funding has been relatively stable, many raised concern that additional crime prevention funding is offered in short cycles and that criteria often favour pilot programs, while evidence-based programs that show positive outcomes all require long timelines to demonstrate results. They also pointed out that these initiatives are among the first things to be put aside when budgets become tight and police resources are consumed with responding to criminal activity. Participants identified the benefit of smaller grants in supporting multiple projects and at the same time expressed the importance of larger funding amounts and longer-term commitments that allow for demonstrating results.

Participants called the process of acquiring funding time consuming and labour intensive, with criteria that is always changing. Many of these comments focused on crime prevention grants funded through provincial Civil Forfeiture Office proceeds of crime, which vary from year to year.

Solutions suggested by roundtable participants

- Reassess how funding is being allocated through the Victim Surcharge Special Account
- Consider returning the proceeds of crime according to where the cases originate so the community impacted by the crime can put those funds toward crime prevention
- Revisit the funding model for police- and community-based victim service programs to ensure consistency in the delivery of services
- Funding commitments for victim services and crime prevention should be made over 3-5 year terms in order to allow for measuring results and to allow for greater stability for agencies contracted to deliver services

6.2.2. CONSISTENCY IN THE AVAILABILITY OF SERVICES

Community programs should be supported to maintain consistent availability of services

Participants felt their communities would benefit from greater consistency in the capacity of different agencies to collaborate in supporting victims, reducing reoffending and preventing crime. Participants who provide support to victims of crime, especially those who provide support to those affected by sexual, domestic, and family violence said they are often needed at all hours of the night and are susceptible to burn-out from being over-worked. Participants expressed concern that the current efforts of police-based victim services and community program staff to try and balance the demand with existing resources presents the potential for victims to be re-victimized through the system. Resource inconsistencies also mean that expectations of police and community service providers continue to grow. For police in northern and remote communities, for example, they are responsible for all aspects of a file from call to conclusion.

Community agencies and programs that offer services for violence against women in relationships, male victims of violence, offenders, victims, restorative justice, mental health, housing, animal control, outreach and volunteerism were recognized as important community support efforts that can have significant positive impacts; however, these agencies typically operate on a 9-5 basis and many have uncertainties about the long-term stability of their funding.

6.3. Citizen engagement

6.3.1. VOLUNTEERS

Volunteers play an important role in addressing community health and safety issues and the coordination of volunteers should be enhanced

Participants talked at length about the positive impact of volunteers and the value they bring to addressing community health and safety issues. All roundtable participants expressed how important volunteers are in communities to drive a number of program and services that would otherwise be under-resourced or non-existent. Those volunteers build relationships that reach across the community. Participants often spoke of the need to re-engage the communities and figure out new ways to promote and grow volunteerism. Participants also discussed the challenges associated with recruiting, training and maintaining volunteers.

Solutions suggested by roundtable participants

- Dedicated and possibly paid local resources should be put in place to manage community volunteer programs. This would reduce the burden on existing volunteers and engage more people from the community.

6.3.2. ENGAGING CITIZENS TO IMPROVE PUBLIC SAFETY

Citizens have an important role to play in improving the safety of their communities and should be engaged

Participants raised the importance of engaging citizens in efforts toward improving public safety. Citizens play an important role in watching over their families, friends, neighbours and communities. They indicated that increased engagement builds momentum in communities and results in a sense of local pride and increased awareness and diligence around suspicious activities and criminal behaviours.

Solutions suggested by roundtable participants

- Develop and implement communications strategies that describe how citizens can keep their communities safe and free from crime.
- Encourage the use of programs that engage citizens in crime prevention efforts (e.g. Block Watch, Citizens on Patrol, Crime Watch, etc.)

7. Promising Practices and Programs

THROUGHOUT THE ROUNDTABLES, PARTICIPANTS COLLABORATED TO IDENTIFY key challenges and issues, and suggested potential solutions. Participants also identified many programs they believe are already having a positive impact in their communities. These programs fall into a variety of categories (some with considerable overlap) including: integrated responses; crime prevention; alternatives to the traditional justice system; domestic violence response; among others. The level of description provided for the programs noted below are based on input from participants in the roundtable discussions. As such, a more fulsome description is provided for some programs, while others either represent broad topic areas (e.g., restorative justice) or specifically named programs.

Note: What follows is a list of programs discussed during the roundtables by participants. It is not intended to be a comprehensive list of all programming available, but instead to serve as a reference point for those individuals interested in continuing this dialogue.

7.1. Integrated responses

7.1.1. INTEGRATED POLICE UNITS

Integrated police units draw together police officers from different jurisdictions to provide specialized resources to deal with cross-jurisdictional and local crimes. Examples cited by roundtable participants as effective included:

- Integrated Road Safety Unit (IRSU)
- Integrated Homicide Investigation Team (IHIT)
- Integrated Child Exploitation (ICE) Unit
- Integrated Gang Task Force (IGTF)

7.1.2. INTEGRATED APPROACHES TO VULNERABLE PERSONS

Participants discussed integrated approaches to proactively assisting vulnerable persons such as youth at risk and child victims through programs that involve schools, other community partners and potentially police and social services. The intent of these programs is to build a network of support around the most vulnerable members of their communities. Examples cited by roundtable participants as effective included:

- The Abbotsford Youth Crime Prevention Project and the Surrey Wrap Project which target youth at risk of gang and criminal involvement
- Integrated Case Assessment Teams in Vernon and Surrey that deal with domestic violence.
- The "HUB" program based in Prince Albert, Saskatchewan, where front line workers from various agencies work together to mobilize resources to address short term needs and issues for individuals and families.
- The ZEBRA Child Advocacy Centre in Alberta was raised as an example of a multi-disciplinary team including police, the Child Protection Unit, child-at-risk response teams, Alberta Children's Services, Crown prosecutors and community volunteers who take a child-focused stance and preserve a safe environment for child victims.

7.1.3. INTEGRATED POLICE AND OTHER SECTOR RESPONSES

Integrated response teams pair police resources with professionals from other sectors to respond to specific issues. Examples cited by many roundtable participants as effective included:

- Car 87 (Vancouver Police Department) and Car 67 (RCMP) which pairs police and mental health workers to respond to mental health related calls.
- Car 86 (Vancouver Police Department) which pairs police and child protection workers to respond to calls involving domestic disputes, family violence and child welfare matters where violence is an issue.
- The Surrey Mobile Action Response Team which is a sexual assault and domestic violence victim support team made up of forensic nurses, emergency response personnel and the Surrey Women's Centre to provide support to victims in danger regardless of whether they report or not.
- The Integrated Mobile Crisis Response Team (Vancouver Island Health Authority) which is a mix of law enforcement, health, social work and child and youth care workers who provide services to persons experiencing urgent/emergent mental health problems.

7.2. Crime prevention

7.2.1. COMMUNITY PROGRAMS

Participants by and large identified programs as effective when they foster an awareness of the community, and where neighbours watch out for each other and stay alert to hazards that put them at risk. Specific examples cited by roundtable participants as effective included:

- Kelowna Neighbourhood Issues and Resolution Committee (NIRC) which coordinates neighbourhood and creek clean-ups, a neighbourhood watch program, graffiti removal, citizen patrols and advertises community awareness.
- Vancouver Neighbourhood Integrated Service Teams (NIST) in which community teams comprised of City departments (such as Police and Fire) and other community agency employees (such as health and social services) work together across organizational boundaries to help communities solve problems.
- Ksan House Society's Damp Shelter which provides shelter for intoxicated people who need a safe place to stay for the night with shower, hot meal, and clean clothes. This type of facility alleviates additional burden on police.
- Community Response Networks bring together service providers who are interested in addressing and preventing elder abuse.
- Situational Crime Prevention program that utilizes an Auxiliary Police officer to go door to door in the community to alert residents to potential victimization and provide them supports and information to make themselves safer and tell them how important it is to watch over their community, i.e., engage people to take an active role in crime prevention.
- Children Who Witness Abuse Program and the Violence is Preventable Program are school-based programs that teach the dynamics of abuse in order to interrupt violence in relationships and families.

Many of these programs also involve significant police participation, such as:

- Watch programs–Block Watch, Neighbourhood Watch, Bar Watch, Rural Crime Watch, Sister Watch
- Crimestoppers
- Community Policing Associations and Committees
- Police Liaisons–Neighbourhood Liaison Officer, First Nation Liaison Officer, School Liaison Officer
- Integrated First Nations Policing Unit (West Vancouver)

7.2.2. YOUTH FOCUSSED PROGRAMS

Participants generally agreed that programs directed at youth can contribute to decreases in property crime such as vandalism and help to deter young people from becoming involved in drugs and gangs. Specific examples cited by roundtable participants as effective included:

- Community-based programs such as Big Brothers and Big Sisters
- DARE, PARTY, Risk Watch (generally directed at educating youth about the dangers associated with drugs, binge drinking, etc.)
- Anti-gang programs such as those offered by the Abbotsford Police Department (e.g., Operation Lode Star, Operation Tarnish)
- Blueberry River Against Gangs (BRAG)
- Rising Spirit Youth Centre
- Traditional Culture Camps
- Circle of Courage program
- Naskarz program in the Downtown Eastside of Vancouver

7.3. Alternatives to the traditional justice system

Many participants discussed the value of alternative solutions to the traditional justice system. Much of the conversation was focussed on the ethos of restorative justice programs and the need for coordination and funding. Other participants raised the implementation of specialized courts as innovative alternatives. Specific examples cited by roundtable participants as effective included:

- Vancouver Aboriginal Transformative Justice Services
- Community Court/Drug Court
- Domestic Violence Court
- Aboriginal Justice Strategy Programs

7.4. Domestic violence response

As noted in Section 5.3.4., domestic violence was discussed at length by roundtable participants. Many promising practices and programs were noted. The following is a list of examples of the various types of initiatives underway:

- The Vernon Domestic Violence Unit and Integrated Case Assessment Team (ICAT)–involves crown, police-based victim services, community-based victim services, and Ministry of Children and Families and leverages extensive expertise from among the parties.
- Stopping the Violence, Children Who Witness Abuse and Safe Homes program partnerships.
- Local Violence Against Women In Relationships (VAWIR)/domestic violence committees that are typically comprised of representatives from the justice and child protection systems and may include other representatives from the health and social service sectors. Committees work to develop local, coordinated responses to issues such as domestic and sexual violence and serve as a forum for discussing issues that may arise in the community. In some communities, these committees include the resource industry and businesses so they work on violence against women more broadly as a negative social issue in the community.
- Police-based domestic violence units with specially trained officers and Crown (e.g. risk assessment).

7.5. Other types of programs and practices

Participants also discussed a number of other types of promising programs and practices that can be grouped in those involving civil remedies/administrative penalties and those associated with advances in technology.

7.5.1. CIVIL REMEDIES/ADMINISTRATIVE PENALTIES

- Civil Forfeiture Program
- Immediate Roadside Prohibition

7.5.2. ADVANCES IN TECHNOLOGY

- OSMV E-Ticket
- Red Light Cameras
- VPD Twitter account
- Speed reader boards
- Bait car programs
- Crime Prevention Through Environmental Design (a multi-disciplinary approach focused on urban planning and community design to deter criminal behaviour, e.g., better lighting, electronic surveillance, alarm systems, among others).





8. Next Steps

IN THE COMING MONTHS, THE PROVINCIAL GOVERNMENT will hold a number of focus groups with key stakeholders to further assist with the development of the strategic plan. The purpose of the focus groups is to engage participants in a dialogue about the future of policing and public safety in British Columbia.

Discussion topics will include community engagement in policing, crime prevention and public safety, gangs and guns and police performance management. Focus groups will also be held to continue the discussions around key themes raised in the roundtable discussions, such as: the impact of mental health on policing; the need for multi-agency collaboration and coordination of systems and services; the desire for an equitable police funding formula; and potential structural and systemic changes required to increase the efficiency and effectiveness of policing. Strategies developed by focus groups will feed into the BC Policing Plan which will be posted on the BC Policing Plan website for public discussion and feedback.

Appendices

Roundtable # 1 – Capital Area: April 25, 2012

We want to thank all of the participants in the Capital Area roundtable for taking the time to share their ideas, identify issues and discuss possible solutions to prevent and respond to criminal activity in their communities.

ROUNDTABLE FORMAT

A total of 30 people attended the first BC Policing Plan roundtable in Victoria on April 25th, 2012. Participants included local government representatives, victim service and community support organizations and policing agencies. The goal of the roundtable was to capture constructive input from participants towards defining priorities and solutions on policing, crime prevention, and public safety in their community and for the province. To that end, participants were divided into three groups and engaged in six different cafe-style discussions throughout the day, including:

1. Problems with criminal activity
2. Responses to criminal activity
3. Crime prevention
4. Public safety
5. Core policing responsibilities
6. Police and crime prevention resources

For each topic, participants were asked to identify key issues, solutions and priorities.

KEY THEMES

The following key themes emerged from the group discussions.

Crime Prevention: Identifying and understanding the root causes of crime, and proactively assessing the environment for signs of potential increases in criminal activity is needed. Participants also identified that policing is only one facet of the larger social services picture. Prevention through the support of at-risk groups including youth, those with mental health issues and the transient population is key to the prevention of crime.

Community Driven Policing: Community members are looking to be engaged by police agencies to play a more active role in their communities. In working with police agencies, community members hope to improve the quality of service by actively communicating, sharing information, and identifying the primary challenges faced by their community.

Restorative Justice: Providing more comprehensive rehabilitation and support to both the victims and perpetrators of crime through social programs and education. The focus of the initiative is crime prevention through supporting vulnerable citizens and reducing the likelihood of re-offenses.

Sharing of Resources Across Jurisdictions: Sharing resources across jurisdictions would help backfill/back-up a vacant position and assist with special assignments. Removing organizational silos and creating relationships between jurisdictions would utilize resources more effectively. These resources can then benefit smaller and remote communities in a manner similar to the larger urban centers. This happens to a degree already but it has never examined within the context of return on investment.

Roles, Responsibilities and Continuity: Clearly communicating the roles and responsibilities of police officers to communities will help develop more effective strategies and priorities that align more readily with the public need. Providing better transition of knowledge and skills when personnel are moved/transferred will ensure continuity of relationships which is critical when there is a high degree of integrated roles in maintaining public safety.

Funding: Need to look at how funding can be more effectively distributed among agencies to have the greatest impact on crime and crime prevention.

Standardization: Developing and releasing new province-wide standards for things such as training that spans across all police – not one for RCMP and another for municipal police departments. Standardization scope must be carefully measured though to provide enough flexibility and not be too prescriptive. Each community has a different set of needs and problems and police need the flexibility to contour their approach as required.

Centralization: In tandem with an examination of standardization for some aspects of policing, centralization of certain services was suggested as a possible means to become more efficient and consistent for everyone involved. Centralizing administration, information management and deployment of certain integrated services was seen as an option worthy of exploration.

SUMMARY BY TOPIC

1. Problems with criminal activity

Issues:

- Drugs and alcohol: the presence of drugs within communities relates to the amount of crime and the transient population. Drugs affect the community in the type of businesses and people it attracts. This issue is most notable in large urban centers
- Domestic Violence: domestic violence seems to be more evident in many communities and providing services along the continuum of care was identified as crucial for effectively addressing domestic violence
- Targeted crime: crimes targeting the elderly, crimes in specific communities. Gangs are more sophisticated on how they are infiltrating communities.
- Mental health issues need to be addressed to improve public safety

Priorities and Solutions:

- There is a need for more robust bylaws (such as bylaws that respond to graffiti)
- Early diagnosis of youth at risk is key before they become involved in criminal activity – engage services needed to assist them, including education, community services, social services, and health authorities
- There needs to be a concentrated effort to look into ways of sharing information between police agencies, programs and government
- Shift from suppression to prevention and community collaboration
- Education on the scope of duties to clarify the mandate of police officers
- There needs to be an integrated task force for dealing with bigger issues across the province; this would provide a more focused view and resolution
- Understanding that policing is part of a continuum of social services delivery

2. Responses to criminal activity

Issues:

- Need for better strategies to address drugs and drug trafficking
- Inability to provide community policing
- Insufficient communication with the community about policing issues and priorities
- Lack of consistency of resources and support
- Drug courts are not well resourced

Priorities and Solutions:

- Need to get the communities more involved in discussing issues and developing solutions
- There needs to be a more balanced way to deploy resources based on community needs, issues and existing support systems
- Communities need to set priorities and work with all agencies to focus on priorities
- Ease the burden on the criminal justice system through other social programs and initiatives
- Regional strategies: develop greater borderless attitude by assisting neighbouring communities through sharing of resources and programs, greater integrated planning, removing organizational silos and creating inter-agency relationships where needed
- Mental Health Crisis response team is considered to be an effective program
- Take targeted areas and bring together expertise from various services
- Expand restorative justice programs
- Increase the level of communication between police and the community in the development of strategies and priorities
- Need to look into doing a 10-year plan that rolls continually forward every 5 years regardless of political landscape
- Proactive–preparedness–responsive–follow-up–through the integration of programs, relationship building collaboration, interrelationships amongst agencies

3. Police Core Responsibilities

Issues:

- Police core responsibilities are not defined
- Funds can be used more efficiently if the focus is on quality of life; need more holistic approach and less fragmentation of issues and responses between services
- Social issues (e.g., mental health) are becoming a major cost driver/core responsibility of police
- Need to ensure that legislation governing police and courts is in line with the current needs
- The relationship between police and dealing with mental health issues is under resourced
- Back and forth gaps between police and services of other agencies

Priorities and Solutions:

- Focus more on building relationships
- Pro-active approach to social issues and crime, and being visibly pro-active in the eyes of the public
- Integrated units: seeing better information and better results

- Community driven; community needs to be more engaged
- Federal, provincial, and municipal governments need to determine the level of funding, roles and responsibilities that come from all three levels of government and communities
- There needs to be the development of appropriate metrics that we can all understand, relate to, and measure effectively

4. Crime Prevention

Issues:

- Difficult to find volunteers who can be security cleared in rural settings
- Lack of governance
- Lack of continuity when officers being transferred and moved around
- Crime prevention is the responsibility of the community–not just the police

Priorities and Solutions:

- Ensuring community programs are marketed correctly for optimal effectiveness
- Removing organizational silos and creating engaging relationships
- Need more programs that target at-risk youth such as mentoring, drugs and alcohol (which is not classified as crime prevention)
- Need to identify and address the root causes of crime: education, poverty, housing, mental health issues, addictions, child abuse, and Fetal Alcohol Spectrum Disorder
- School and communities are doing proactive activities and programs on crime prevention–There needs to be more focus on these programs through communication and funding commitment

5. Public Safety

Issues:

- Media offer a perception of criminal behaviour that is often inaccurate and sensationalized.
- The challenge is to address reality while also recognizing the need to address the public's perception of how safe they feel.
- Limited governance link between Mayor and council, the public, and police agency
- The public is not reporting crime because they feel that crime is not being responded to
- Program stoppage due to lack of resources

Priorities and Solutions:

- Need for more programs at the community/ground level: provide more eyes and ears for law enforcement
- Identifying early warning signs (cues for the development of a potential crime problem)
- Success depends on the engagement of the community and citizen engagement
- Need to create a greater sense of community
- Improve communication surrounding policing–incorporate the positive and more proactive messages rather than only focusing on negative comments
- Balancing between immediate need and long term sustainability and success
- Provide ways and means (such as bus passes) for individuals (including youth) to keep busy at night
- Develop programs, vehicles, and channels to increase police visibility

- Help new members of communities integrate
- Volunteer appreciation: recognize volunteers

6. Policing and crime prevention resources

Issues:

- Disconnect between politicians and policy makers
- Need to examine funding model
- Better funding is needed at the provincial level
- Crime prevention is not adequately resourced
- Difficultly filling vacancies in a timely manner
- Better resourcing of social agencies/social issues could result in more police resources available for "core" policing functions
- When funding tightens, the behaviour of tightening resources starts to occur; we need to work towards being smarter and more efficient on how we deploy our services
- When social service programs get cut at the federal/provincial level (e.g., mental health), it affects local policing. Local governments cannot influence funding decisions of other levels of government but they can control local policing resources. Police end up taking on responsibilities they are not either well equipped on or trained in
- Roles and responsibilities are not consistent across the province–we need to go back to the scope and legislative mandate of agencies

Priorities and Solutions:

- Consider police funding in relation to the total scope of funding opportunities available and as a partner with other linked agencies and professions. Federal, provincial, municipal and other communities need to determine the level of funding, roles and responsibilities that come from across all three levels of government and communities
- Appropriately placed/trained volunteers
- Centralization and integration of administrative functions
- Having good oversight in place to develop learning organizations towards being capable of responding to change
- Look into finding a balance to recruit, attract resources to elevate the succession planning so we are proactively dealing with the bigger issues.
- Align resources with strategic priorities/analysis of needs
- Recognizing the region: develop more of a borderless attitude by assisting your neighbouring communities through sharing of resources and programs. Looking towards more integrated planning Removing organizational silos and creating inter-agency relationships where needed.
- Invest into the police auxiliary support and determine how community involvement can help

Roundtable # 2 – Vancouver Island North: April 27, 2012

We want to thank all of the participants in the Vancouver Island North roundtable for taking the time to share their ideas, identify issues and discuss possible solutions to prevent and respond to criminal activity in their communities.

ROUNDTABLE FORMAT

A total of 31 people attended the BC Policing Plan roundtable in Nanaimo on April 27th, 2012. Participants included local government representatives, representatives from First Nations communities and agencies, victim service and community support organizations and policing agencies. The goal of the roundtable was to capture constructive input from participants towards defining priorities and solutions on policing, crime prevention, and public safety in their community and for the province. To that end, participants were divided into three groups and engaged in six different cafe-style discussions throughout the day, including:

1. Problems with criminal activity
2. Responses to criminal activity
3. Crime prevention
4. Public safety
5. Core policing responsibilities
6. Police and crime prevention resources

For each topic, participants were asked to identify key issues, solutions and priorities.

KEY THEMES

The following key themes emerged from the group discussions.

Crime Prevention: Need to address domestic violence, mental health issues and the use of drugs and alcohol as part of improving crime prevention activities and the delivery of programs in communities. Learning how to prevent repeat offenders from manifesting and addressing visual displays of crime such as graffiti was also discussed. Supporting at-risk groups, especially youth and those with mental health issues and the homeless population was identified as important to the prevention of crime.

Funding: Ensuring that there is consistent and sustainable funding for crime prevention programs. Funding criteria tend to favour crime prevention pilot projects or new projects as opposed to ongoing programs; it may take some time for a pilot project or a new project to either secure ongoing funding or prove its value beyond one funding cycle.

Community Relationship Building: "the police are the public and the public are the police". Improved relationships between members of the community and police require a breakdown of existing barriers. Police need to be more accessible and visible and the public needs increased familiarity with the officers in the community. Participants discussed the importance of working with the public and other agencies in rural settings as critical to addressing public safety.

Rehabilitation and Support Programs: Assisting those in need of additional support and social services will remove them from the justice and healthcare system, freeing up valuable policing and health care resources.

Education and Awareness on Key Issues: Building community understanding and knowledge in support of crime prevention.

Continuum of Service: Identify policing not as a standalone entity but as a component in the social system for improving the quality of life of citizens through social programs, education, mental health services, crime prevention, and law enforcement.

Proactive Policing: Due to the limited resources of police services, policing agencies are currently unable to allocate sufficient resources to build lasting relationships with community groups and implement effective proactive strategies focusing on prevention and awareness.

Community Engagement: Policing services sometimes perceive difficulty reaching out to the community to obtain dedicated involvement on issues other than "hot topic" issues. Members of the community believe that police services need to make more of an effort to engage and involve the community.

SUMMARY BY TOPIC

1. Problems with criminal activity

Issues:

- The presence of repeat and prolific offenders in the Justice system
- Homelessness and the increase of transient population is contributing to an increase in criminal activity
- Increase in domestic violence is having an impact on communities
- The prevalence of drugs and alcohol
- Increase of individuals with mental health issues that don't have sufficient support services available to them are contributing to criminal activity
- Graffiti as it relates to broken window syndrome, is propagating an increase in crime

Top Priorities:

- Education and awareness around drugs and alcohol
- Leadership: people need to assume their role and responsibilities within all levels of leadership
- Identifying what an affordable housing model looks like and finding links between housing and social services
- Domestic violence units
- Engage service groups because they have money and are dedicated to finding solutions (such as Rotary clubs) although – grants are now sparse from these groups

Priorities and Solutions:

- Organized crime initiatives such as dress codes in bars and scanners for driver's licences
- Graffiti task force and dealing with nuisance behaviour
- More government support to provide services to vulnerable citizens such as those with mental health problems or addiction
- The development of a community position to act as a Social Justice Advocate
- Adhering to the philosophy of restorative justice
- The sharing of information about program delivery to identify best practices by allowing for more oversight so that detachments can be open and increase dialogue
- Reassure the public through visibility and police presence

- Use the internet and social media to communicate good news stories, achievements, and acknowledge individuals within the community for accomplishments
- Youth education on drugs, gangs, and community pride and awareness
- Increased access to social services such as affordable housing, women centres, grants, and community events
- Creating awareness of the key problems within communities and solutions available
- More policing: numbers, dollars, visibility
- Obtaining adequate and consistent finances and resources
- Universal cost sharing in police services to efficiently distribute funding
- Clearly defined roles for agencies and what their responsibilities are
- Improved consistency within the justice system for convictions
- More crime analysis to better identify and prepare for crime influxes and to take preventative measures

2. Responses to criminal activity

Issues:

- Resources not available for Domestic Violence Unit
- The updating and refreshing of preventative programs such as Drug Abuse Resistance Education (DARE) program, which seeks to prevent the use of controlled drugs, membership in gangs, and violent behaviour
- The system is not able to support individuals who desperately need assistance
- Management of individuals who require social assistance end up being managed by police which takes up police resources and causes increased overhead
- Need health facilities and detox centers to manage individuals with mental health and addictions
- Lack of sufficient court time and court backlogs: need to identifying what is causing this
- Court does not address individuals' needs: as a result public perception is affected and there is a continued waste of police resources as people go in and out of court
- Dealing with remand days – travel days – court attendance–all equate to wasted police resources
- Lack of facilities for long term care offenders who face mental health issues
- RCMP spend time dealing with individuals with substance or mental health issues: resources wasted – individuals not treated properly
- Health facilities are strained because resources are allocated to individuals with mental health and addiction issues
- Lack of long term, sustainable funding for community organizations
- Understanding from Government that all communities' needs are different: what works in one community doesn't work in others – issues are different

Top Priorities:

- Best Practices for specific programs (for example, Prolific Offender Program)
- Increased engagement at the community level
- Find a way to integrate community and police – have community and police work closer together
- Mandate and legislation is needed to ensure coordinated and efficient services are provided

- Increase resources for Victim Services programs in the communities based on increase in crime

Priorities and Solutions:

- Collaboration and partnerships in communities: multiple partnerships, inter disciplinary teams (multi dimension) involving all stakeholders
- Parenting and Teaching is vital to crime prevention through social development so police can focus on prolific offenders
- Community organizations (chamber, social service agencies) identify what programs are important to contribute to, and in what way they should be supported such as providing resources or fund raising
- Police awareness of what the communities issues are
- Update and continue to use the DARE and HOPE programs
- Prolific Offender management: property crime reduced by 30% in community – individuals who are identified in the Prolific Offender Program are a priority – Multiple organizations are working together in this program
- Police revisiting Prolific offenders when they are incarcerated to check in and show the individual that they matter
- Using community Intelligence: information is then tasked out on problem individuals to multiple agencies, such as who are the drug addicted individuals in a community
- Community Strategy for re integration: Parole, Victim Services, Police and community working together to address individual's challenges
- Interaction between RCMP and other emergency response agencies
- Graffiti taskforce: database kept of all offenders – property owners paint over vandalized property promptly to maintain appearances and public perception of the community

3. Police Core Responsibilities

Issues:

- Lack of institutional flexibility in providing services that meet the unique needs of individual communities
- Lack of continuity with regime changes in government
- RCMP backfilling: it takes too long to fill vacancies.
- Responders must look beyond immediate responsibility – don't just look for the criminal offence but the social issues present at a call that other agencies might be able to be proactive on. Need to be able to respond in a contextual way
- Justice system that community perceives as not working

Priorities and Solutions:

- Form a board of governance and distribute appropriate power to communities which would incorporate an element of local governance
- Push some of the responsibilities back to community
- Need more inter-agency communications
- Set goals and objectives and connectivity between law enforcement, social services and the community
- Community priority setting through dialogue and relationships
- Visible leadership from the municipal, provincial, and federal levels

- Annual planning to define accountabilities
- Clear channels of communication to allow the public and agencies to collaborate
- Making dialogue a part of ongoing communications strategy
- Finding new and innovative ways to engage the public: it is hard to engage them unless it is a hot topic
- Bike patrol and ambassadors for the community
- Nuisance property and social disorder committee

4. Crime Prevention

Issues:

- Crime and crime prevention are interrelated and must be treated as such
- In order to make a difference the whole community has to be involved
- Removing the silos amongst agencies
- In some areas there is too much going on–need to focus on certain priorities and do them well

Top Priorities:

- Community-based multi sector task forces- getting all the groups together
- Key is working with youth- they are the future
- Important to manage high risk youth to ensure they do not fall into deviant behaviour or gang-related activities

Priorities and Solutions:

- Mentoring and tracking information and issues such as with high risk youth
- RCMP to be seen as maintaining safety, and the duties they perform are clearly differentiated from MCFD or Social Workers
- In small communities, the volunteer fire departments work well with RCMP
- An increase in Citizens on Patrol programs
- Developing the Domestic Violence Coalition
- Involving the community is a key aspect of effective implementation of restorative justice
- Funding toward programs for youth and cultural programs
- Graffiti program – clean-up with community members addresses "broken window syndrome" whereas when graffiti is left, it creates an expectation that is acceptable in the community
- Engage community in all kinds of problems that public are interested in
- Meet with community and hear their concerns to encourage more community engagement
- Look at challenges as opportunities to explore solutions
- Youth and Elder programs with police involvement

5. Public Safety

Issues:

- Dispatchers at 911 do not understand Aboriginal cultures
- Some first nation individuals are not open to calling 911, they do not have trust that officers will arrive in time

- Homelessness is an issue – they are very visible and the general public see these individuals as a threat and interprets the condition of the community as such
- Ineffective justice system: perception exists that justice system doesn't work – repeat offenders – revolving door
- Criminal legislation is overridden by Judges and the courts
- Lack of education on where the crimes are being committed, who is the offender, crime stats and data
- Relocation of officers after they have built relationships in communities: major loss to the community, relationship building has to be recreated
- Negative media stories on policing: no public defence of police

Priorities and Solutions

- Developing an effective communications and media strategy
- Cultural sensitivity when hiring for dispatchers and officers – need to learn and understand aboriginal culture
- Public needs to reconnect with their community: have folks invest in their community
- No cookie cutter approach: all communities are different, needs are different
- 911 is available for public at all times
- Timely response to all calls – all emergency services are responding
- Visibility of Police officers – seeing them on the street
- Strategic Communication – creating awareness campaigns on police initiatives and how the public can get involved
- Cooperation of first responders (victim services, police, firefighters, paramedics): all working together to respond to an emergency situation
- First nations Policing officers in communities – Aboriginal Gang Awareness Unit in BC
- Enable and encourage positive media communications – positive stories
- Building personal relationships between community and police
- Police are fully engaged in the community

6. Policing and crime prevention resources

Issues:

- Inadequate funding and resources to maintain current with community needs
- Responsibility often falls on RCMP as opposed to other agencies
- Lack of community engagement and involvement
- Integrated Road Safety Unit (IRSU) program: funding and removing operational silos
- Being proactive as opposed to reactive to crime
- Socially minded and policing from the perspective of the public
- Provincial and municipal split or division of who's responsible for what
- Provincial resources lacking in surrounding communities; city resources have to go to surrounding communities

- Increasing demand and burden on the courts from a small number of cases using large amounts of resources

Priorities and Solutions:

- Volunteers such as having the community get involved with preventing break-ins
- Volunteer leadership – need support and leadership in order for these programs to be successful
- Create timely and broad awareness through social media
- Allocation of resources appropriately across the province – address high costs of homicide investigations vs. street policing
- Need provincial wide FBI style responsible for "high crimes" such homicides and fraud
- Integrated Road Safety Unit (IRSU) program – one advantage is people aren't ticketed (which is a negative experience) by their local officers

Roundtable # 3 – Thompson Okanagan: May 4, 2012

We want to thank all of the participants in the Thompson Okanagan roundtable for taking the time to share their ideas, identify issues and discuss possible solutions to prevent and respond to criminal activity in their communities.

ROUNDTABLE FORMAT

A total of 63 people attended the third BC Policing Plan roundtable in Kelowna on May 4th, 2012. Participants included local government and aboriginal community representatives, victim services, community support organizations and police agencies. The goal of the roundtable was to capture constructive input from participants towards defining priorities and solutions on policing, crime prevention, and public safety in their community and for the province. To that end, participants were divided into four groups and engaged in four different cafe-style discussions throughout the day, including:

1. Problems with and Responses to Criminal Activity
2. Police Core Responsibilities and Crime Prevention Resources
3. Crime prevention
4. Public safety

KEY THEMES

The following key themes emerged from the group discussions:

Public Safety through Communication: People feel safer in their community when they know effective programs such as Block Watch are in place. Building relationships requires better communication and visibility between the community and the police. Sensationalism by the media about crime results in public misunderstanding of the real situation and misalignment of expectations and resources. Increased public education about public safety and how resources are allocated and measured would create a more accurate understanding of the real issues communities are facing.

Police Core Responsibilities: Police core responsibilities should not include providing social services as they are neither counsellors nor social workers. Prevention and support programs should be funded adequately to meet community needs so that police are not unnecessarily burdened.

Funding: Apply funding in the right places by investing in long term strategies (example, crime prevention) and not short term fixes. Look for incentives for municipalities to put money into crime prevention and other community policing strategies. There should be a provincial police funding formula that is fair and equitable. Everyone should be paying the same for police services regardless of where they reside.

Lack of funding is an issue across all services. If more police officers are added, there also needs to be more funding into the infrastructure which supports policing such as halfway houses, corrections, and the courts.

Volunteering and Community Involvement: There needs to be a continuum of support across the justice system and social sectors. Volunteers are a necessary component in supporting these agencies. Funding should be allocated to a volunteer coordinator whose mandate would be to bolster volunteer numbers, provide recognition to volunteers and manage volunteer programs.

Collaborative and Integrated Approach: There should be more of a comprehensive community response to address some of the issues faced by police (for example, people with mental health and/

or addiction issues). This would enable police to focus on the type of criminal activity that they are trained and equipped to respond to.

Integrate community resources so that police officers don't have to respond to calls that should be handled by other agencies (for example, social services, community-based drug/alcohol addictions programs, etc) which would result in a more effective and appropriate use of resources. Involving all key relevant stakeholders is necessary in identifying where redundancies and shortcomings are occurring so that services can be optimally distributed

Sharing of information: Confidentiality and information sharing policies and legislation impede agencies from working collaboratively. Integrated Case Assessment Teams work well when police and justice system agencies partner with community and women's service organizations.

Diversity of Community Needs: Rural and urban communities have different needs and impact each other in many ways. For instance some communities have significant gang issues and organized crime. The needs of the community and the services available to the community vary depending on the size of the community and how services are funded. Services tend to be concentrated in larger urban centres and it is more difficult for people living in rural areas to access them.

The influx of visitors during peak times is a problem in tourist areas. In these communities, strategies must be developed to address the seasonal demand for law enforcement personnel. Rural and urban communities need to communicate and coordinate their strategies so that criminal behaviour is not just displaced from one town to another.

Lower police visibility in rural areas may lead to people underreporting crime. Criminals target rural areas because they can carry out their activities with less risk of being noticed and reported.

Crime Prevention: Police visibility such as foot patrol and bikes enhances public safety. Strategies such as increased lighting in parks and on roads, and video surveillance were cited as examples of initiatives that make people feel safer.

Chronic homelessness has an impact on criminal activity in communities. Inadequate and unaffordable housing perpetuate social problems that underlie aspects of criminal activity. Social problems are intertwined with criminal activity and are often the root cause. There is a need for collaborative crime reduction programs with youth and First Nations representation on the committees supporting these programs

Integrated Strategic Planning: Annual Performance Plans (APP) are key for police planning. This planning goes beyond core policing to defining what initiatives communities are looking for the police to address. Working with the community and other agencies to identify best practices and how they are applicable across the Province will help integrated planning efforts.

Provincial and Municipal governments need to invite Aboriginal communities to program planning committees addressing policy. Support greater networking between local agencies, leveraging local knowledge and expertise, rather than awarding contracts to outside parties.

Removal of Bureaucratic Obstacles: There is inadequate prosecution of criminal behaviour, such as domestic and sexual violence (example, staying charges, or sending the charge back to police). Slow and inadequate justice system legislation is creating backups in the courts. Coordinating the development of province-wide policing and justice system strategy was recommended.

SUMMARY BY TOPIC

For each topic, participants were asked to identify key issues, solutions and priorities.

1. Problems and Responses to Criminal Activity

Issues:

- Violence Against Women (VAW) and Domestic Violence (DV) policies and training require partnerships between police, healthcare, and the justice system
- Substance abuse (alcohol, drugs) is an underlying cause of criminal activity
- Drug trafficking in schools is affecting youth and can lead to a criminal lifestyle
- Demand for illicit drugs leads to criminal activities such as grow-ops
- Gangs are fueled by the drug trade, and when they enter communities they have a sense of control over the community. Gangs are well organized and know who is going to buy or sell drugs, and how to manipulate the market
- There is insufficient post-incarceration support for prolific offenders; without this support the likelihood of reoffending is high
- There is a lack of oversight on prolific offenders while they are in the legal system (such as when they are waiting for court dates or on probation)
- Without proper social support, mental health issues can manifest as criminal issues
- The geographic location of certain communities that are close to the border presents a unique challenge in dealing with drug running and trafficking
- Lack of border security allows for easy smuggling access for criminals
- The lack of police capacity results in reactive policing; agencies are forced to choose their priorities and emphasis is placed on call response
- Police should maintain a higher level of sensitivity when dealing with vulnerable or marginalized people
- Police needs to work with the aboriginal community in removing barriers, stereotypes and bias
- Need to address the unique social challenges facing aboriginal communities to aid in crime prevention and crime management of issues such as gangs and prolific offenders
- There is no early intervention system in place; a young person at risk must be caught engaging in criminal activity before the criminal justice system can act, especially on issues related to drugs and drug trafficking
- Hiring more officers is not necessarily the answer: more officers generate more cases, stalls in court, and impacts court capacity. All components of the justice system must be resourced adequately to allow the system to function effectively
- Provincial resource shortcomings impact municipalities: police and community agencies with limited resources end up having to fill in the gaps (for example, mental health)
- Centralizing services into larger regional centres impacts smaller communities by limiting their access to primary response services such as detox or rehabilitation facilities

Priorities and Solutions:

- Vernon's Integrated Case Assessment Team – police and justice system partnering with Ministry of Children and Family Development and community and women's service organizations-performs tasks such as building safety plans, and assessing criminal orders which reduces breaches significantly as almost all accused are found guilty. This results in a more efficient use of resources and reduces duplication.
- Immediate Roadside Prohibition (IRP) -administrative process diversion program works well and removes burden on the courts
- Youth programs such as DARE (Drug Awareness Resistance and Education) is effective

- Youth involvement programs such as Cadets and Boy's and Girl's Club keep youth active and reduce the likelihood of deviant behaviour such as vandalism
- Prevention programs such as CrimeWatch, Mothers Againt Drunk Driving, and other volunteer programs are useful
- Prolific offenders program (property crime, primarily) has significantly reduced crime in the communities – it was recommended that the program be expanded to domestic violence and drunk drivers.
- First Nations service agencies should be invited to sit on Prolific Offenders Program committees, especially since First Nations tend to be over-represented within the program.
- Restorative Justice is effective in making victims and community at large feel engaged and empowered. These programs also have the potential to save money and decrease court backlog
- Increase collaboration and relationship-building between stakeholders by identifying a cross-agency designate in each organization who can help establish roles and responsibilities and build integrated management relationships among agencies
- Invite people from different community organizations to share ideas on procedures and mandates which will help law enforcement agencies understand where the gaps and unidentified opportunities lie.
- Support greater networking between local agencies and leverage local knowledge and expertise
- Stronger cultural relationships, partnerships and agreements are needed with Aboriginal communities. Penticton Indian Band and RCMP have developed a protocol which resulted in strengthening their partnership, building trust and has resulted in an increase in reports of crime; Native liaison officer comes to the reserve which builds trust

2. Police Core Responsibilities and Crime Prevention Resources

Issues:

- Victim Services and crime prevention programs are mandated by Province but not fully funded by the Province
- The police funding formula is not consistent with community needs as it is based on population and not criminal activity
- The cost of managing crime and punishment is far greater than the cost of preventing crime
- Funding can be disproportionate to the geographic size of detachment. Rural areas receive resources and funding based on small population size but are required to service large geographical areas including backcountry and marine areas
- There is inequality in the level of police service individuals receive and how much they pay towards policing services
- A lack of funding is an issue across all services
- Adding more police also requires additional funding for infrastructure such as transition houses, corrections, and courts: there has to be a continuum of funding across the justice system and into social sectors
- Funding should be pooled and allocated across agencies based on needs
- Individuals get released from hospitals because they don't have a psychiatric diagnosis. Police end up picking them up and taking them to Kamloops psychiatric hospital only to be told there is no bed or the individual cannot be admitted. Because there is no bed, the individuals end up being released or put in

cells. The entire time a police resource is tied up escorting the individual to various agencies and services, trying to find fitting accommodation

- Agencies such as the National Crime Prevention Centre hands out pilot funding for new programs but when the pilot stops, funding is gone
- Need to find ways to help police work smarter and faster – there is too much paperwork (administrative burden placed on police officers)
- Increasing demands from the courts (e.g., around disclosure) are placed on police officers
- Police core requirements have become more complex due to increased expectations from the province and time intensive due to the increased paperwork required
- Domestic violence should be housed under the same ministry – Justice. Currently domestic violence programs are housed under the Ministry of Children and Family Development. Participants felt it should stay under the Ministry of Justice as it is part of the justice system
- The RCMP Act is old and needs to be revamped – there is a need to give the RCMP the tools and authority to be able to fill vacant positions
- The charge approval process is creating another level of bureaucracy: The high standard of charge approval is set by the Crown yet police must ensure the quality of investigation. Whether police should be the ones laying charges is something the Province should examine.
- Freedom of Information issues: police are unable to share information with community agencies and vice versa (e.g. between RCMP and Min. of Children and Family development) – they can't share information about youth at risk for example, creating inefficient barriers
- Government has brought in some good legislation though police don't have the resources required to enforce it all
- In rural areas there is a perception that the police will do nothing so they don't report crime. Expectations are lower in rural areas.
- A disconnect exists between province and municipalities around funding priorities with respect to policing
- Police are performing duties beyond their scope of practice due to shortcomings in social programs
- The RCMP have been taking on more and more functions and trying to be everything to everyone – we need to define the mandate of police
- Responsibilities vary between communities: there doesn't seem to be a formula for service allocation between small municipalities, rural areas and larger municipalities
- Many communities do not perceive crime prevention as a component of police core responsibilities. There is a need to clarify what policing core responsibilities are
- Hang-up 911 calls are a huge problem and a burden on police resources who have to respond to those calls
- Need to have someone dedicated within detachment to crime prevention
- There is a need to develop protocol between aboriginal community's private security company and the RCMP

Top Priorities:

- Devising better funding formula to ensure everyone is paying evenly for policing services regardless of where they live
- Provincial government should mandate a minimum level of victim services in regional districts that refuse to implement a tax for these services.

Priorities and Solutions:

- Identifying agencies with best practices and implementing practices province-wide
- Increase funding for training: lobby government for more money to provide better access to community resources and the expertise to provide training to build community connections
- Ensure community members are educated on how dollars are spent and how the police budget process works
- Training programs on victim services are needed for both police and the public
- Paying for proactive and core policing – if a municipality wants more core policing then it must provide funding
- A more realistic measurement tool is needed for allocating resources, taking into account the unique needs of urban and rural areas, as well as the size of the municipality
- Examine and restructure crown policy on charge approval
- Determine the viability of restorative justice alternatives in certain circumstances
- Freedom of Information Act (FOI) impacts police ability and agencies to share information
- There is a need for political will to make changes that will improve things at the appropriate levels within law enforcement agencies and the government
- Integrate community resources so that police officers don't have to respond to calls that should be handled by other agencies
- Search and rescue (SAR): identify within detachment 1 SAR person to become the expert and respond to calls
- Provide more social service facilities dealing with mental health, detox and rehabilitation
- Educate the community through brochures, at schools and through agencies about what police do so that community members don't end up calling the police for minor incidents (ie hurt animal on side of the road)
- By-law officers and conservation officers are not readily available 24/7. There is usually only 1 by-law officer for a big region so they don't make themselves available to the public. As a result police pick up the calls that these officers can't respond to
- Need to train dispatch operators so that they know how to deal with a variety of complaints more effectively and know the region they operate in

3. Crime prevention

Issues:

- Public are not calling crime stoppers because the calls are not being answered due to lack of capacity in detachment to respond to calls
- System falls apart when issues get to Crown and Courts – there seems to be a lack of understanding in effectively identifying and managing mental health and addictions issues
- Displacement of Repeat Offenders and crime – due to the effectiveness of the Prolific Offender Program in large centres it drives offenders to smaller communities where less resources are present
- Organized Crime and drugs are a big issue: vulnerable people are getting recruited into organized crime
- PRIME is costing too much – isn't giving us what we were told it would – it is labour intensive

- The funding model for crime prevention needs to change – both a lack of funding and a lack of understanding as to who provides the funding are major issues
- Changes in the duration of funding committed to programs such as the Aboriginal Justice Strategy create challenges in maintaining programs and their effectiveness
- Programs that are offered in Municipal detachment cannot be implemented at the Provincial level because the resources aren't there in Provincial detachments
- Sustainable funding is important to allow for development in crime prevention programs
- There has been no increases in First Nation Policing Budget – the result is more demand with less funding and resources
- All emphasis is placed on the offender and not the support of victims
- Without appropriate resources the likelihood of criminal re-offense is very high. It is not the role of police to take preventative measures yet a great deal of police time is spent dealing with repeat offenders.
- Police are spending time shepherding people to services and taking on the role of social services
- The cost of volunteer coordination and recruitment: security clearances, recognition, training and supervision
- The number of individuals who volunteer is decreasing
- The volunteer demographic tends to be younger seniors who only commit to a few initiatives
- Training of volunteers is a challenge – time, manpower to training, need to invest to give them the necessary skills

Priorities and Solutions:

- The visibility of Police – allowing police to work overtime or on their time-off in the community has made an enormous difference in engaging the public
- Youth programs that offer anger management, addictions, mental health, sexual health and high risk behaviour education and support are needed
- Restorative Justice – alternative to first time offenders (helps prevent and reduce crime) as it keeps people out of the system
- Raising income assistance rates to address poverty – address related crimes and organized crime
- There is value in using alternative approaches – restorative justice, community courts, family preservation courts to address foster care issues
- Involve youth at a young age to mitigate potential involvement in organized crime later in life
- Address social isolation – everyone can and should be included in community
- Sustainability and coordination of volunteer groups
- Volunteers are necessary in the continuum of policing services – having an individual within the community in a paid position who recruits, trains, and recognizes volunteers would support this need
- Tax deduction for volunteers (volunteer hours for tax benefit) to encourage more people to volunteer their time
- Volunteer pooling to reduce burnout among volunteers and effectively staff different volunteer agencies such as Citizens Patrol, Speed Watch, and Traffic Control
- West Kelowna Community Policing association extends reach of RCMP – with many volunteers

- Prolific Offender Management Program: tracks prolific offenders and is having success by maintaining contact with them and knowing their whereabouts.
- DARE – police in schools important for rapport and relationship building
- Integrated Case Assessment Team (ICAT) – high risk referral, RCMP member runs through system and if an individual is deemed high risk all members of team come together for risk assessment and safety planning
- Grants need to be provided for more than 3-5 years in order to measure results – measuring results takes time and needs to be funded accordingly
- Grant application process needs to be reviewed – it currently rewards the best proposal writers instead of rewarding the programs that actually need the funding
- Agencies at the Federal, Provincial and Municipal levels need to work with First Nations Communities to expand dialogue and address issues together
- Remove and relax confidentiality between policing agencies to ensure information can be shared
- Create a collaborative mental health model to address mental health issues in communities
- More partnerships and communication within the community – it is important knowing what others are doing
- Locate jurisdictional overlaps to avoid duplication and ensure priorities don't get skewed – Funding formulas and policing and health boundaries don't allow sharing of resources for these issues

4. Public Safety

Issues:

- The influx of population during peak times is a big problem in tourist areas. These people are unknown to the police and the community, and these groups generally contribute to the increase of drugs and partying in the community
- Business community concerned with increased theft and vandalism during tourist season
- Not enough police resources to manage the influx of people into communities
- The media creates a perception that crime is rampant and skews the real issues communities are facing. Media focuses on allegations against police services and not enough on the positives
- Negative media leads to public misconceptions and mistrust in police
- Visible crime such as prostitution, drugs, and social disorder including the transient population and loitering youth reduces the feeling of community safety
- Problem is the transfer of RCMP members (constant transfer in and out) does little to foster community relationships: small communities have a life span for RCMP members
- A repercussion of successfully combating crime in one small community is that criminal activity is merely displaced into the surrounding communities.

Top Priorities:

- Increase police visibility
- Build relationships and increase communications within the community and police
- Increase education in the community: teaching trust, not fear

Priorities and Solutions:

- Communities need to communicate their initiatives to surrounding areas to develop strategies to address the root cause of crime and increase crime prevention.

- Integrated Case Assessment: Working together for the safety of the community (such as in Vernon and Penticton). There needs to be more public awareness on such programs
- Marketing programs effectively to the public to help with public confidence and improve the feeling of community safety
- In First Nations communities the focus is on drug- and alcohol-free programs. Community members have been working to increase awareness of these programs within their own community.
- Citizen on Patrol and Crime Watch gives law enforcement extra eyes and ears and supports the idea of community based policing
- DARE program is a tool that is used to effectively reach out to youth
- Partner for Safe and Effective Communities: All non-profits meet once a month, identify problems and create an action team to address issues
- School liaison programs are effective: teachers and police work together to reach the kids; police build relations with the schools and the children
- The Neighbourhood Issues and Resolution Committee (NIRC): The program involves bylaw enforcement department to help with the issue of social disarray in communities and educate the community as to who to call and when to call
- Block Watch, Rural Watch and Speed Watch work well as they engage the community and lead to safer neighbourhoods
- Annual performance plan (APP) is key for police planning because it looks beyond core policing and into specific initiatives that the community is looking for the police to address each year
- Tripartite agreement (First Nations): dedicated police service that can focus on first nation problems and issues. It would be more effective if the First Nations police officer came from the community that he/she serves.
- Youth programs that are youth driven: educate youth and engage them in conversation on their impact on public safety.
- Crime Stoppers are a big support to police
- Help communities feel safer by increasing police visibility during peak seasonal times: the greater police visibility the greater the community sense that police are active
- Hire students for the summer to work with law enforcement in high density tourist areas
- Positive media messaging: important to inform public of the good things that are happening in the community
- RCMP to work directly with community leaders and speak to the community on a regular basis
- Environmental factors: increased lighting in parks, roads, and Closed Circuit Television (CCTV) make people feel safer
- Identify risk factors and the root causes of criminal activity to better prevent crime
- More significant and meaningful consequences for violent crimes (more deterrence)
- Increased public education on police initiatives and the real issues facing communities

Roundtable # 4 – Northeast & Cariboo: May 11, 2012

We want to thank all of the participants in the Northeast & Cariboo roundtable for taking the time to share their ideas, identify issues and discuss possible solutions to prevent and respond to criminal activity in their communities.

ROUNDTABLE FORMAT

A total of 38 people attended the fourth BC Policing Plan roundtable in Prince George on May 11th, 2012. Participants included local government representatives, aboriginal community representatives, victim services, community support organizations and policing agencies from throughout the Northeast and Cariboo region. Minister of Justice Shirley Bond also attended to provide opening remarks and listen in on some of the discussions. The goal of the roundtable was to capture constructive input from participants towards defining priorities and solutions on policing, crime prevention, and public safety in their community and for the province. To that end, participants were divided into five groups and engaged in five different cafe-style discussions throughout the day, including:

1. Problems and Responses to Criminal Activity
2. Crime Prevention Responses to Criminal Activity
3. Police Core Responsibilities
4. Public Safety
5. Policing and Crime Prevention Resources

For each topic, participants were asked to identify key issues, solutions and priorities.

KEY THEMES

The following key themes emerged from the group discussions:

Mental Health Issues: Police have limited resources to accommodate individuals with mental health needs. There are limited or insufficient supports and facilities for individuals with mental health issues so they are continually cycled through the criminal justice system. A need exists for more support and programs to keep people with mental health issues from continually re-entering the justice system.

Breaking the Cycle of Criminal Activity: Long term solutions that focus on the root causes of crime are needed to break the cycle of criminal activity. Crime and violence are inversely related to a person's overall well-being, health, education and family environment.

Building a Stronger Sense of Community: Instilling pride in the community helps to create a heightened sense of accountability in the community. Community members are better prepared to prevent crime and enhance public safety when they feel connected to each other and their own communities. Social programs that engage individuals to play an active role, as well as programs that build upon community culture strengthen the community as a whole.

Community Responsibility: Enhance community accountability by inviting communities to step-up and take a role in watching out for criminal activity and taking steps to prevent crime. Creating awareness of the positive things happening in the community is essential for building momentum and reinforcing proactive community behavior.

Volunteerism: A dedicated (paid) resource or intermediary to manage, organize and attract volunteers would help to ensure better coordination and sustainability of community involvement.

Domestic and community violence: Violence and abuse in society, such as domestic violence or bullying is a major issue. It has a significant impact on personal well-being as well as the community as a whole. To reduce this impact, the root causes or social determinants of crime including, poverty, addictions, mental health, lack of support resources, historical violence and acceptable violence (cultural tolerance of violence) need to be addressed. Positive role models inside and outside of family structures for youth need to be increased. Establishing an early warning system for intervention will help support community members before an assault occurs. Commitment is needed to have dedicated local domestic violence officers. Treatment and services such as information and education must be available not only to women but also to men in an effort to reduce the likelihood of domestic violence occurring and re-occurring.

Youth Support: Early and sustained interaction with police, community role models, elders, and other community leaders is critical to crime prevention. Programs are needed to support families in providing youth with secure and stable environments in which to live. Youth mentoring other youths was also described as rewarding and worthwhile.

Gang activity: Youth are drawn to gangs for financial and social status. In order for communities to compete with gang recruitment, they must proactively offer something equally attractive to youth. Gang violence and recruitment are increasing. Having increased police visibility and presence on the street is an effective form of crime prevention. Police also need to be aware of high risk teens so they can establish safety plans and reach out to these teens in their communities. Police are able to keep up pressure on gangs by pooling community resources in a focussed manner. Different skills, standards and job descriptions are needed according to where police officers are stationed.

Information sharing and collaboration: The policing strategy should link to the education, health, finance, transportation, and social sector ministries and reflect the unique roles they each play in improving public safety and crime prevention. A better understanding across agencies is needed to outline the programs and services that exist in order to best utilize all resources.

Reduce overlaps and duplications in service providers by increasing their collaboration and information sharing. Provide longer term funding so agencies can plan longer term and don't have to reapply for funding each year. Address concerns over liability so that information can be shared safely – this will involve education and potential changes to legislation. Establish monthly meetings among law enforcement providers to discuss issues and solutions collaboratively and maintain cross agency awareness. Currently there are challenges with disseminating information across agencies and resources due to variation in Freedom of Information restrictions between agencies.

Summary by topic:

1. Problems with and Responses to Criminal Activity

Issues:

- There is a tendency to use a "one size fits all" response rather than looking at specific needs for specific regions or communities
- Programs around youth education and respectful relationships work well, but are constantly challenged due to lack of funding
- The policing strategy should include links to education, health, finance, transportation, and social sector ministries to reflect the role they each play in the continuum of social services and improving quality of life
- Incidents of crime are correlated with mental health needs: responses by law enforcement do not adequately address the mental health support needs of many individuals

- Mental health and addictions are often over diagnosed: many cases are dealt with using short term solutions which do not solve the long term problems
- There is limited or insufficient support facilities for individuals with mental health issues so they are continually cycled through the criminal justice system
- There are very limited services available for males who are victims–only for male offenders
- Need more diversionary and rehabilitation programs to keep people from re-entering the justice system
- There are challenges around disseminating information about programs to ensure the public is well-informed
- Rework how domestic violence is handled by social services to support families more proactively by providing information and education to both men and women upfront in an effort to reduce the likelihood that domestic violence occurs/continues
- Excellent work is being done across various agencies but these successful practices are not being well communicated or passed on to other agencies so they may take advantage of things that are working well
- Funding models should be flexible enough to account for unique regional issues as well as geographic challenges and population
- Gang violence and violence stemming from gang recruitment and initiation is a growing issue
- Human trafficking is a hidden issue that should be explored further
- Cross jurisdictional activity relating to gangs, drugs, and sexual exploitation as gangs have the ability to operate across different jurisdictions
- Urban centers provide the largest market for drug trafficking while the rural areas provide opportunity for cultivation of the drugs

Top Priorities:

- Establish funding for programs, agencies and education on community issues and social services
- Take inventory on services available to reduce duplication
- Use statistical reports to see what's working well and utilize that data to assess programs
- Support families where they live and find ways to bring services to them

Priorities and Solutions:

- People from smaller communities need treatment programs while they're in jail as well as when they get out on probation–without having to travel great distances
- Need to define and outline exactly what programs and services exist so that resources can be focused more accurately on where they need it most
- Need to ensure that services are available to both males and females
- Communities have experienced success using dedicated crown counsel for managing domestic violence
- Continue to establish collaborative relationships with other agencies who can each bring something to the table – much more effective than working in silos
- Connecting people to their culture and the culture of the community through programs to strengthen the sense of community
- Establishing domestic violence units similar to the prolific offender team to deal with chronic domestic violence situations police are continuously responding to
- Continue education on different cultures so that agencies can better support people across cultural silos

- Put funding in place for transition houses across communities to educate men and women in an effort to bring about long term change
- Expand the First Nations policing program based on relationships built at the community level. First Nations policing officers should remain in community for longer periods.
- Address privacy issues to allow for increased information sharing in support of programs such as the Homeless Intervention Program (HIP)
- Increase training and support to manage increased driving offenses and traffic volumes
- Establish an integrated court model like the one used in Victoria for people with severe, chronic mental illness

2. Crime Prevention

Issues:

- Communities are currently not supporting each other – Neighbours have a role to play in strength of community and community safety
- Violence and abuse in society, such as domestic violence or bullying is a major issue and has a major impact on the personal well-being of those affected and the community at large
- Observing the root causes or social determinants of crime including, poverty, addictions, mental health, lack of resources, knowledge and then mitigating these causes is a key supporting element of crime prevention
- There is a need for victim services to offer both immediate and long-term support
- There is a lack of positive role models inside and outside the family structure for youth
- Volunteer demographics is an issue – there is a need to attract younger individuals to fill imminent gaps in the aging volunteer population
- The media's focus on crime impacts public perception of safety and increases the perceived amount of criminal activity

Top Priorities:

- Need to work with and engage youth to reduce the likelihood of deviant or criminal activity
- Addressing poverty and how it can be managed
- Engagement with community in crime prevention
- Standardization and training related to VAWIR (Violence Against Women in Relationships) Policy
- Crime and violence are connected to a person's overall well-being and health – intangible costs related to these issues emerge in the future, by investing in the front-end we will save in health care, social service, and legal costs in the long term

Priorities and Solutions:

- Visible police presence works and is an effective form of crime prevention
- Early and sustained interaction with police, elders, community leaders throughout childhood will have a positive impact on youth crime
- Education on community issues, as well as personal development programs give people the tools to better support themselves and their families
- Social media can be used as a tool to address crime prevention by creating opportunities to connect with youth

- Need to provide education to youth through the communication channels they use most such as social media and electronic devices
- Increase the number of programs designed to allow youth to support and mentor others
- Make volunteering part of the education curriculum and give youth credits for the volunteer work they perform
- Community accountability – communities need to step-up and take a role in watching out for criminal activity and taking steps to prevent crime
- There needs to be a resource or intermediary to manage, organize and attract volunteers
- Engaging members of the community to participate and interact in community development helps create a better understanding of the big issues they face
- Crime prevention initiatives should focus on improving quality of life and increase access to services that support healthy living and personal well-being
- Reallocating of funds as opposed to new funding – community objectives can be met by sharing resources where they are most needed
- Ensuring that the sources of funding for law enforcement are being managed efficiently and allocated appropriately

3. Police Core Responsibilities

Issues:

- Core responsibilities have evolved rapidly over time and depend on the size and location of the community
- There is a need for different skills, standards and job descriptions depending on where a police officer is stationed
- Citizens need to be educated on when it is appropriate to call the police, and to understand the role police play
- Due to the lack of funding provided to support services, police absorb additional responsibilities such as managing individuals with mental health issues or children in group homes
- Expectations of what police are responsible for must be realistic: if the expectation of police is to be first line responders for everything, they will need the appropriate training and funding to meet these expectations
- Although all core police functions are vital, due to an increase in demand and limited resources, police have to prioritize which services they focus on
- Due to limited availability of social services in both capacity and operating hours, people call the RCMP because they are the only service available
- Roles and responsibilities of police have increased through legislative changes and societal pressures
- Strong leadership is necessary for managing the relationship between law enforcement and the community
- Need more integrated, multi-agency response notably in prevention and intervention between law enforcement and social service entities

Top Police Core Responsibilities:

- Maintaining Public safety

- Catching criminals (keeping peace: serve and protect)
- Investigating crime
- Preventing crime (multi-faceted prevention)

Priorities and Solutions:

- Understand the younger generation of law enforcement officers and capitalizing on their understanding of current methods of communication such as social media in reaching out to youths
- Educate the general public about law enforcement responsibilities
- Maintain high visibility through physical police presence in communities
- Look at developing a provincial framework to help communities set up integrated teams of health, housing, addiction services, police, and other related services
- Encourage community members to utilize the opportunity of the RCMP Annual Performance Plan: used by RCMP to establish priorities by consulting with community leaders and elected officials
- Establish monthly meetings among law enforcement and community service providers to discuss issues and solutions collaboratively and maintain cross-agency awareness
- Look at revisions to the Freedom of Information Act (FOI) to allow for greater information sharing among agencies and police
- Public attitudes and perceptions toward crime need to be changed through positive awareness campaigns about what the real issues are
- Generating more involvement takes leadership–communities need more people to take charge
- Police need to remain current in their skills and abilities by continuously training to reflect current practices

4. Public Safety

Issues:

- Both traditional media and social media portray crime in a manner that skews public perception and does not necessarily reflect the reality of criminal activity or the key issues facing communities
- Legislated privacy rules don't allow sharing of sex offender information in certain circumstances
- The community needs to be aware of the big issues and the social programs that are available in support of solutions
- In certain areas of the community people do not feel safe, and feel that these areas are unsafe for others as well
- Women are far more likely to be victimized and likely feel less safe.
- Increased aggressiveness and proliferation of gang activity greatly reduces any perception of safety in the communities that are affected
- Gangs are recruiting from First Nations and are feeding into the gangs operating in larger centres like the Game Tight Soldiers.
- Youth are joining gangs to address family needs that are not being met

Top Priorities:

- Communicate the facts to the public so that the real issues are correctly understood
- Break down negative stereotypes
- Create awareness of the positive things happening in the community

- Instill pride in the community, with pride comes a sense of ownership by the community
- Increased RCMP visibility on the streets of the community
- Addressing the issues with gangs and organized crime
- Some of the responsibility for public safety needs to be shifted to community
- Need to increase long term thinking and solutioning focused on preventing criminal activity as opposed to short term solutioning focusing on stopping criminal activity

Priorities and Solutions:

- Acknowledge the positive contributions of local youth
- Team up older kids with younger kids – this helps youth transition more effectively when they have a role model
- Use youth as facilitators for community events
- Supporting youth to embrace their culture and heritage to build a sense of community
- Having a program where elders welcome kids as they enter schools, this helps with relationships
- Police need to respond to negative media coverage with their own positive campaigns
- Have a communication plan that is very accessible for the public, with the goal being to keep the community updated on crime statistics and news
- Police need to put high risk teens on safety plans, need to speak to these teens when they come to our community
- Use social media to channel messages from law enforcement to the public
- Have a visible presence of uniformed officers
- Citizens on Patrol makes people feel safe, same with Block Watch
- Build communities with Crime Prevention Through Environmental Design (CPTED) in mind
- Having a visible presence of citizens in and amongst the community also helps to increase public safety
- Empower communities to take responsibility for themselves and inspire community members to be more involved
- Long term transitional housing for women is working (5 years' placement vs 1 year)
- The community needs to take back some responsibility so that RCMP can focus on the job they have

5. Policing and Crime Prevention Resources

Issues

- Vacancy patterns in the policing detachments – filling vacancies is challenging as operating at full staff capacity would result in funding challenges
- There is no solutioning for housing support for individuals post incarceration
- Allocation of resources is not in sync with the supports needed for victims of crime
- The ineffective transfer of information and the high approval threshold for the charge approval process has made the system ineffective
- Restorative justice is not being utilized enough. The criteria for alternative measures programs/extrajudicial sanctions (e.g. offender must accept responsibility) and the absence of consequences for failing to successfully complete a restorative justice program when used as an extrajudicial measure is discouraging referrals to restorative justice programs.

- There is a lack of resources and education within law enforcement to manage relationships with different cultures
- The RCMP has an image and trust issue with the public as it only takes a few negative experiences to overshadow the good work being done
- There are not only "silos of excellence" but funding silos as well that create an atmosphere were agencies are competing for the same funding
- There are multiple overlapping support groups that are working independently and are trying to draw on the support from the same individuals or groups when they should be working together
- There needs to be a policy at a higher level encompassing the sharing of information between agencies within the social services continuum
- Victims services which work very closely with the RCMP are poorly resourced, resulting in lack of staff to adequately meet demand
- There are no transition homes for men post incarceration
- Rural areas are "getting what they pay for" - municipal officers can come in and provide coverage but provincial policing resources need to be increased

Priorities and Solutions

- Creating a presence of the local police force in the schools and in the community –being proactive and building relationships
- Commitment locally from superintendent, having a dedicated domestic violence officer
- Longer terms for first nations policing liaison - increasing the length of tenure would allow officers more time to integrate themselves within communities
- Allowing the RCMP to support small communities by having detachments in the communities even though the numbers may not justify it
- RCMP able to keep up pressure on gangs by focusing their resources
- Ability to front end load on incidents using "Surge" capacity such as in a small detachment – if a homicide happens you can get the extra resources in to support
- Creating programs to address specific issues within the community such as the Prolific Offender Program, which is working well and involves multiple agencies collaborating and working together
- Consolidation of services is working well in terms of saving money – single agency handling several different funding contracts
- The concept of public service triage which involves housing all the services required in one place and providing wrap around support to individuals providing all the services they need
- The public perception of law enforcement is very important and various strategies and policies to achieve this have and are being developed
- Continue to build upon the concept of locums/relief squads - move in when quickly needed and required
- Need to support the RCMP to perform their primary duties without having to take on responsibilities that should be managed by social services
- Put in place resources so that the police do not have to fill the gaps of other agencies that don't operate 24/7; the RCMP are the only ones available to respond to calls after hours
- Use a more consolidated approach by establishing working groups with joint vision or cause

- Address concerns over liability so that information can be shared safely – this will involve education and potentially changes to legislation
- Establish a sustainable long term funding approach that is integrated and connected across all ministries providing human services
- Shift more of the funding into treating problems and not the symptoms - start a new generation that is more proactive
- Open shelters for men; remove them from the home rather than the women and children: need to stop the revolving door and give them the same information we give women – shelters for men providing education and life skills
- Refer individuals to the appropriate service provider instead of law enforcement trying to be all things to all people
- Set up only a few consolidated service agencies and provide longer term funding so that they don't have to reapply year after year, and change the model so that funds not spent by March 31st do not have to be sent back
- Make the provincial government departments just as accountable for the money that they receive as the provincial government makes agencies accountable for the comparatively small amount of money they receive

Roundtable # 5 – Greater Vancouver: May 22, 2012

We want to thank all of the participants in the Greater Vancouver roundtable for taking the time to share their ideas, identify issues and discuss possible solutions to prevent and respond to criminal activity in their communities.

ROUNDTABLE FORMAT

A total of 52 people attended the fifth BC Policing Plan roundtable in Vancouver on May 22nd, 2012. Participants included local government representatives, victim services and community support organizations, aboriginal representatives and policing agencies. The goal of the roundtable was to capture constructive input from participants towards defining priorities and solutions on policing, crime prevention, and public safety in their community and for the province. To that end, participants were divided into four groups and engaged in four different cafe-style discussions throughout the day, including:

1. Problems and Responses to Criminal Activity
2. Police Core Responsibilities and Crime Prevention Resources
3. Crime prevention
4. Public safety

KEY THEMES

The following key themes emerged from the group discussions:

Integration within and among communities is crucial to promoting and enhancing crime prevention and public safety activities and behaviours. Police should continue working to build comprehensive relationships with all social and cultural groups within the larger community. Humanizing the police force through increased visibility and community interaction will contribute to building better relationships and community trust. Police priorities should be determined through dialogue with the community by bringing everyone together in a community process. The process of relationship building is interrupted and affected by transferring and reassignment of community based officers; it takes time and energy to rebuild relationships. Building layers of community champions to respond to issues is a key component to sustaining community involvement.

Communication and education is a priority. Having the Vancouver Police take a proactive position by informing the public of their initiatives through multiple channels such as social and mainstream media is effective. Communications strategies should be designed to address public safety as well as public perceptions of safety. Communities must work together and take responsibility for public safety. Public safety perception is greatly influenced by the culture, demographics and history; all of which exist within each community.

Crime prevention and intervention programs that are proven to work should be identified at the provincial level to help target actions aligned with community vision and province wide methodologies. As local and provincial government move more toward transparency, accountability and value for money, they will require evidence based information to justify expenditures. Programs should be based on provincial standards with a clear evaluation process to gauge program effectiveness in different communities. Both mandatory programs as well as optional programs should be available to allow them to customize the services they receive based on their needs.

Long term thinking and funding are needed to ensure programs are sustainable and address long term solutions. In addition, some programs have benefits that are difficult to measure in the short

term. Multi-year funding for crime prevention is needed so that the effectiveness of such programs can be measured and best practices can be identified. Political terms and government policies are not conducive to funding long term programs which typically take longer to demonstrate results but can be more effective than short term solutions.

Investing in youth early helps to prevent criminal behaviour. Education, mentoring and interaction with youth have shown positive benefits. Interaction in schools and involvement in after school programs can be an effective way to curtail youth from gang and criminal activity. We need to invest in youth through a more holistic approach and design programs that begin as early as pre-school.

Allocating existing police resources more efficiently may assist with budget cuts and funding uncertainty. As local community based services are cut back, police are being asked to perform duties that are outside their scope of training and therefore are not always delivering the quality of service(s) that they strive to and are expected to deliver. Filling the gap between the front end services that police provide and support services that must be filled through more comprehensive social care, mental health and addiction services would help ensure that the right people with the right training are addressing community needs and free up police resources for core policing functions.

Identifying best practices in other jurisdictions could help police develop effective law enforcement programs (e.g., crime prevention and crime reduction programs) and work with community agencies to support an effective continuum of social services. Inefficiencies exist in the justice system that are creating backlog in the courts and also creating frustration and scepticism in the public eye.

Provincial leadership with respect to evaluation processes and performance measures for policing and crime prevention would promote greater consistency of services, effective data and information sharing between agencies, and comparative analysis.

SUMMARY BY TOPIC

For each topic, participants were asked to identify key issues, solutions and priorities.

1. Problems and Responses to Criminal Activity

Issues:

- Gang impact on vulnerable youths being introduced to drugs and criminal behaviour
- Cases of domestic violence that go unreported, or where the victim does not want to proceed with charges
- A large proportion of crime goes unreported, especially in aboriginal communities
- Combating organized crime requires a lot of resources and time; currently the provincial resources are not sufficient to be effective
- Most complaints pertain to low level crime such as property crime, graffiti, break-ins, and vehicle thefts
- Domestic violence and the resulting intergenerational trauma
- Increases in the number of aboriginal youth gangs
- White collar crime such as identity theft, cyber-crimes, Ponzi schemes, mail theft, credit cards, and debit machines
- Gambling – there is an increase of young people gambling online
- Substance related crimes such as drug dealing, trafficking, grow ops, and, alcohol related crimes
- Human trafficking for sex trade or for labour

- People move away from communities with excessive crime, or hide from the community because of crime
- Existing restorative justice programs are under-utilized
- New immigrants are finding it difficult to integrate into communities; as a result both parents and children have a higher likelihood of participating in criminal behaviour
- Existing links between the health and criminal justice sectors do not offer long-term sustainable support to individuals with mental health issues, but instead continuously cycles them through the medical and criminal justice system
- The justice system is not effectively managing repeat offenders as they are ending back up in the community. The justice system (courts) should make the protection of victims and communities their primary goal.

Priorities and Solutions:

- Better training for police officers on family violence in support of breaking the cycle of violence in family units
- Long term sustained education and funding programs for children and families;
- Inform people about the issues in their community in a manner that engages them to get involved or take action (eg, Block Watch)
- Involve the Ministry of Education to educate youth about public safety and creating youth programs designed to keep them out of criminal activity
- Ensure programs are aligned with the community wants and needs
- Identify who is responsible for managing programs in the community; how programs are funded, and staffed
- Create school district partnerships with agencies to achieve sustainable funding to address youth related issues
- Clearly define for the public what criminal and health issues are and how they are managed differently
- Define measures for success on programs responding to criminal activity – measurement of effectiveness
- Build stronger social bonds between community members to improve trust and a sense of community belonging
- Build community knowledge to help in developing an accurate perception of criminal activity and identifying the real issues that must be addressed
- Promote physical education and healthy living for both youth and adults
- Develop an overarching provincial strategy to address drug addiction
- Review root causes of crime and identify effective treatment rather than incarceration
- Allocate more proportionate amount of the health budget to address mental health and addiction
- Increase training for police to manage mental health and addictions as first responders; education is needed to better understand current trends and issues facing communities
- Utilize more video conferencing for court cases and police testimony to speed up the process
- Develop provincial programs such as a common pawnshop identification registry and provincial strategy to address marijuana grow ops that can be utilized across all jurisdictions
- Enhance traffic safety programs, especially for immigrants on BC road rules and pedestrian safety awareness and education

2. Police Core Responsibilities and Policing and Crime Prevention Resources

Issues:

- Police agency core responsibilities are continually expanding due to increased needs for social services that are not being met
- Crime prevention should be the focus of the entire community and not just the responsibility of police
- Environmental design needs to be considered as a crime prevention tool (e.g., well-lit streets)
- The role of police needs to be clearly defined to reduce the disconnect between what the public perceives as a police responsibility and what is realistic to expect from police
- High turnover of police inhibits long-term relationship building with communities, especially for rural communities
- Sensationalism in the media distorts public perception of the real crime and safety issues in their communities.
- A strategy for succession planning in police departments is required as many senior members are set to retire
- There is a need for better information and data sharing across community agencies
- Increased administrative work is taking up a sizable portion of the officer's time and resources
- There is a need to better identify at-risk people and have the resources in place to support them
- Restorative justice is applied inconsistently across communities: in some cases the referral process is not working well and is under utilized
- Public engagement should be increased as law enforcement agencies need to strive to better educate the public and non-profit organizations about there role in preventing and responding to crime
- Accountability needs to be improved and clearly defined through independent review and auditing of law enforcement agencies
- Integration of services must happen at the provincial level to increase cooperation and reduce competition among agencies
- There is a need to dedicate more time to rehabilitate offenders; current programs seem to be primarily focused on victims
- Compassion fatigue is an issue: police resources get tired of repeatedly dealing with the same issues and challenges
- The current funding model needs to be examined and methods such as regionalization should be considered to better direct resources where they can be used most effectively
- Need to keep stats current and develop methods for obtaining accuracy in data collected/alternatives to official crime stats as a large proportion of crime currently goes unreported
- Sister Watch is a good example of a program where police officers are directly involved in helping a vulnerable population (women in the downtown eastside)
- The Surrey Wrap Project between Surrey School District, Surrey RCMP and the BC Integrated Task Force is a good initiative as it provides intensive wraparound services to at risk youth who exhibit signs of gang behaviour.

Top Priorities:

- Staffing enough front line police officers to effectively respond to calls

- Need consistent community funding for crime prevention and social development programs
- Increase training requirements for officers
- Solve the 'revolving door' problem by providing services linked to prevention, intervention and rehabilitation
- Avoid duplication of resources and achieve direct funding through amalgamation

Priorities (Core Responsibilities) and Solutions:

- Respond to serious criminal offenses and follow up on calls with investigations
- Enforce laws and maintain order
- Hold people accountable through court process
- Keep adequate records on lower priority offenses to make sure they can be addressed when resources become available
- Engage the community in the policing process to allow people to have a voice and express their concerns
- Police have to understand the social environment of the people they serve
- Police need to be aware of community resources available so they can refer people to where they can obtain the support or aid required
- Ensure there is effective internal discipline and police keep their own members accountable
- Intelligence gathering and statistical analysis of crime data are helpful investigative tools
- The responsibility of police is to act as mediators, community leaders, and educators in improving the quality of life of citizens through crime prevention and law enforcement
- Maintain greater understanding of new laws to keep abreast of ongoing changes in legal process
- Traffic safety and traffic control are a priority of police agencies
- Provide adequate compensation and training for police officers.
- Establish processes to regularly engage communities and community resources. NEST (Neighbourhood Integrated Service Teams) are effective at addressing local issues in a coordinated manner.
- Creating specialized units to deal with major issues such as domestic violence
- Integrated programs such as Car 86 (a program combining social workers and police responding together in the same vehicle) or IHIT (Integrated Homicide Investigation Team are working very well and need to be maintained
- PRIME is an example of a data and information sharing program helping police agencies share information across municipal and regional boundaries
- Outreach efforts within communities through social media (VPD Twitter account) are working well

3. Crime prevention

Issues:

- The response time for non-emergency calls is far too long
- Policy in managing criminal events such as domestic disputes are not being followed correctly creating inconsistencies in the services provided by police
- There are no measures currently in place to accurately determine the effectiveness of crime prevention initiatives

- Relationships with minority groups need to be improved and efforts need to be made to better understand their needs
- Within the current system issues have to reach a certain threshold before they are addressed (e.g., a young person has to actually be caught breaking the law) and by then the impact is far greater than if preventative measures were taken sooner
- Current funding for restorative justice is too small to have a visible impact
- There are no consistent standards for evaluating best practices in crime prevention
- Layers of bureaucracy are creating inefficiencies in the justice system
- There is hesitation to provide money for crime prevention initiatives due to the inability to measure and assess the effectiveness
- There is a lack of clarity on the roles and responsibilities of the public and law enforcement with respect to crime prevention
- Society sees police as a solution to social problems; expectations must be more realistic
- There is a lack of time and resources to take concepts for integrated programs and put them into practice
- There are not enough policing resources to implement proactive policing approach
- Relationship building with communities is an intangible asset that cannot be measured when assessing levels of funding
- A disconnect exists between what is happening at the service delivery level and leadership in police agencies
- Absence of police board in RCMP jurisdictions – there is no direct voice for the people of the communities
- Drug addiction and possession needs to be treated as health issue and not just an offence warranting jail time
- Downloading mental health issues from the province onto police is a regular occurrence
- Loss of municipal/designated police force members to RCMP due to higher paying positions

Top Priorities

- Provide support to members of the community with addictions or mental health issues
- Provide culturally sensitive and linguistically appropriate services
- Look beyond short term costs of an investment to the long term outcomes
- Evaluate programs and set standards by which they can be measured
- Enhance communication between police and communities
- Increase referrals to community justice (restorative justice)
- Support investment in youth before they enter into the justice system
- Provide better access to training and training subsidies
- Continue cultural sensitivity training for police to educate and break down barriers
- Provide evidence-based, consistent and well-funded anti-gang and anti-drug programs for youth
- Improve access to information and data to aid in the prioritization of programs and initiatives
- Provide provincial, standardized crime prevention programs from which communities can choose to implement
- Increase collaboration at all levels and not just on the local level

- Maintain a leadership role in evidence based policing in Canada
- Receive acknowledgement from stakeholders that crime prevention is a shared responsibility

Priorities and Solutions:

- Ensure services are available for persons with addictions, in particular in the Downtown Eastside Vancouver. Mental health and childhood abuse/difficult family situations are closely related
- Communities used to have neighbourhood liaison officers who didn't directly solve the problems in the community but ensured the problem was being solved
- Identify a compendium of crime prevention programs at the provincial level, mandating some programs while making others optional
- Increase accessibility to support centers such as detox and rehabilitation facilities
- Provide mandatory cultural sensitivity training for all law enforcement
- Provide funding for an aboriginal policing unit and improved victim services for aboriginal communities
- Implement a real time crime centre that knows criminal event patterns, movement of criminals across boundaries, etc. (i.e., centralized intelligence centre)
- Police priorities should be determined through face to face dialogue with the community. Bring everyone together and make it a community process. Those most affected by the issues need to be better engaged such as youth, seniors, aboriginal people and others. It needs to feel like the community is creating it. There is so much power/wisdom/insights from community engagement; it increases safety and public perception of police being someone you can turn to for help. Public safety is something that is in everyone's interest.
- Public education of policing – people would appreciate knowing what police are doing. If people can access this information from police directly rather than media, internet, it would be better. This is the age of "open data".
- High turnover in RCMP policed communities can be difficult for communities as one of the most challenging tasks is rebuilding relationships
- Provide multi-year funding for crime prevention programs and make sure the effectiveness of the program can be measured and best practices can be identified
- Need an evaluation process for crime prevention programs that can be used to compare results across different agencies
- For each risk factor that makes youth susceptible to crime there is a resilience factor that can help to mitigate risks
- Retired/outgoing RCMP acting as liaisons could help new officers get to know communities
- Reach out to new immigrants and marginalized individuals to build an inclusive environment within communities
- Engage the development industry in Crime Prevention Through Environmental Design–Developers should consult with police agencies about optimal design to deter crime on major new developments. Interest is there but there are limited police resources to fulfill this role.
- Intelligence gathering and intelligence led policing are working well in reducing crime
- Provide services that link children, youth and families together
- Tap into communities to see what works. Try to find out what works in that community and how can we support more of that. Avoid cookie cutter approach. Allow aboriginal communities to determine programs.

4. Public Safety:

Issues:

- There is no clear understanding of what community factors influence public safety, what is missing from certain communities and how it can be restored
- Police and community programs alike need to foster "inter-culturalism", not just multiculturalism. If we're geographic neighbours we need to work together on community safety and crime prevention.
- The perception of public safety is distorted and inconsistent with what the reality is
- Defining public safety and who is responsible for maintaining it
- Public safety is undermined in certain areas due to community members being intimidated by perpetrators from cooperating with police
- Difficulty in managing the perception of public safety as it is greatly influenced by the culture and demographics that exist within each community
- Police are relocating or being reassigned after only a few years creating a disruption in the relationship between police and the community
- The amount of funding, and how efficiently current funding is being utilized is an ever present issue
- Police are expected to take on too great of a role in public safety in addition to managing crime prevention, acting as counsellors and providing social service support
- Lack of social support services such homeless shelters and rehabilitation centers
- Inefficiencies exist in the justice system that are creating backlog in the courts

Top Priorities:

- Build layers of community champions to respond to issues
- Building connections between individuals in the community is important, such as police building relationships with community members
- Increase media accuracy in reporting crime and highlighting the real issues
- Communications strategies should be designed to address public safety as well as public perceptions of safety. Police should communicate, inform and educate the public, such as having the Vancouver Police take a proactive position in informing the public on their initiatives through mainstream channels such as social media

Priorities and Solutions:

- Police need to provide current information to the public about public safety so that the public can have an accurate view of public safety issues.
- Integration of marginalized individuals such as those with mental health issues into the community
- The whole community must work together to share a universal sense of public safety
- Have police work to build comprehensive relationships with all social and cultural groups within the larger community
- Expand co-operative programs in high crime areas such as Vancouver's downtown eastside that engages the community on what is happening around them
- Humanize the police force through increased visibility and community interaction to build better relationships and community trust

- Identify where a broader, more visible police presence is effective and where a more subtle approach is appropriate
- Survey the community at large to gather their opinions on public safety
- Streamline the justice system by changing the charge approval process which creates delays
- Take a more holistic approach to crime prevention
- Create an online system to allow for the electronic reporting of crime
- Use social media to allow citizens to connect with law enforcement and voice their thoughts and concerns
- Create better relations between police and the media
- Increase information sharing between the agencies.
- Build the continuum of involvement between community, volunteers, security and police

Roundtable # 6 – Greater Vancouver & Fraser Valley: May 24, 2012

We want to thank all of the participants in the Greater Vancouver & Fraser Valley roundtable for taking the time to share their ideas, identify issues and discuss possible solutions to prevent and respond to criminal activity in their communities.

ROUNDTABLE FORMAT

A total of 60 people attended the Sixth BC Policing Plan roundtable in Surrey on May 24th, 2012. Participants included local government representatives, victim service and community support organizations, First Nations and policing agencies. The goal of the roundtable was to capture constructive input from participants towards defining priorities and solutions on policing, crime prevention, and public safety in their community and for the province. To that end, participants were divided into four groups and engaged in four different cafe-style discussions throughout the day, including:

1. Problems with and Responses to Criminal Activity
2. Police Core Responsibilities and Policing and Crime Prevention Resources
3. Crime prevention
4. Public safety

KEY THEMES

The following key themes emerged from the group discussions:

Focus on community policing is needed to encourage culturally sensitive conversations to occur in order to maximize community involvement. It is important to get culturally diverse members of the community to get involved in providing input on community decisions. Citizens should be engaged in activities to enhance public safety and promote crime prevention.

Supporting children and youth is an important aspect of crime prevention and enhancing public safety. Identifying at risk children and youth in schools who are susceptible to becoming involved in criminal activity or gang violence and providing support services to them is critical. Programs or behaviour that encourage young people to get to know police at a personal level would help young people see police as public safety partners. Programs must focus on youth from as early as preschool to ensure negative influences in their environment do not shape their behaviour as they grow and learn.

Strong media relations are critical to keeping the public informed and engaged in public safety and crime prevention. There is a need to strike a balance between educating the public on criminal activity and celebrating successful apprehension and crime prevention efforts, so that perceptions of community safety are not skewed. Police need to work with local media to create a trusting relationship and to ensure that whenever possible the public is receiving an accurate picture of the criminal landscape.

Provincial integration across ministries would maximize the effective use of limited resources through the breakdown of organizational silos. Often different ministries are servicing the same clientele, sometimes without knowledge of the programs and initiatives other ministries have. Smart decisions need to be made using community and regional input regarding the allocation of resources to address crime prevention, social services and public safety education. Partnerships on key initiatives between agencies and ministries could be directed or coordinated by the Province.

Restorative Justice initiatives and offender rehabilitation programs are more effective in addressing repeat criminal activity than the traditional court system. Emphasis should be placed on restorative justice and offender rehabilitation initiatives that seek to break the cycle of criminal behavior through providing supervision, support and reintegration of offenders back into society.

Evolution of policing is resulting in a smarter police force with more emphasis on critical thinking and communication skills over physical presence, as the scope of the roles and responsibilities of policing have grown due to the criminalization of social problems. Criminal issues and social issues must be differentiated and handled separately to reduce the strain on the justice system and clarify the role of police. Ensuring that there are support programs that address issues of poverty, homelessness and mental health would allow police to spend more time focusing on crime rather than social issues.

SUMMARY BY TOPIC

For each topic, participants were asked to identify key issues, solutions and priorities.

1. Problems and Responses to Criminal Activity

Issues – main types of criminal activities:

- Organized crime and gang activity
- Domestic violence
- Street level disorder created by panhandlers, transients and neglected properties
- Drug trafficking
- Lower level crimes such as vandalism and B&Es which directly affect the most people
- Young people who are exploited by gangs or are taken into the sex trade because they are caught up in the drug culture
- Unreported crimes such as elderly abuse that results in inaccurate reporting of crime statistics
- Closure of support facilities such as the Riverview Institution results in individuals with mental health issues ending up on the streets being managed by police
- Police are spending a large amount of resources dealing with individuals with mental health issues as continuous support programs are not providing adequate aid
- Bullying in schools
- Prolific offenders and the immense burden they create on the justice system
- Proliferation of drugs and petty crime is leading to cultural acceptance/normalization of crime in certain areas of the community
- Perception that people suffering from mental health are part of the problem and the cause of crime
- Many ministries and agencies service the same client base but within silos

Priorities and Solutions:

- Target prolific offenders (e.g., Prolific Offender Program)
- Partnerships on key initiatives between agencies
- The development of collaborative models
- Identify crime trends and conduct crime analysis
- Send out statistics and information on crime prevention to businesses and the community to help them identify and understand what types of crime are occurring and what preventative measures can be taken

- Restorative Justice initiatives are effective in targeting low level crime and first time offenders through intervention for victims and offenders rather than punishment
- Create community-based crime reduction strategies that place ownership and responsibility in the hands of the municipalities that will empower local police to "own" the strategy
- Integrated police teams such as the gang taskforce are effective in managing serious crimes
- Focus on certain issues collectively through media blitzes or campaigns
- Counselling and referral services for youth through schools
- Appoint a dedicated individual to be committed to addressing a specific community issue such as managing chronic offenders
- Information sharing and records management through PRIME
- Build relationships with members of the community through police visibility and direct interaction
- Use a targeted approach to focus resources on specific issues to address them in a timely manner
- Supportive Housing for people with mental health issues, and with FASD (fetal alcohol spectrum disorder)
- Work with communities in providing crime data and information to support police
- Initiatives to educate the community in preventing situational crime
- Encourage Stakeholders to form committees that come up with effective solutions for addressing issues within the community
- Better protect citizens using public transportation, and understand that public transportation may give criminals easier access to more areas of the community
- The scope of what is defined as a mental health issue needs to be more focused to identify those individuals who are not supported by the system
- Ensure information being provided to the public is accurate and up to date
- Establishing public trust in the criminal justice system requires reforms for the system to operate more effectively so the public can see due-process taking place
- Reward efficient, accountable and effective use of funding with secure long-term funding for crime prevention, restorative justice and victim services
- Focus on the root causes of crime
- Remote communities experience challenges that need to be considered and appropriately addressed
- Establish a provincial centre of excellence that identifies best practices in policing
- Find new solutions to separate mental and social issues from criminal issues
- Keep officers in communities longer to allow time to build relationships and become part of the community
- Recognize that one size does not fit all as each community has varying needs

2. Police Core Responsibilities and Policing and Crime Prevention Resources

Issues:

- The scope and complexity of police responsibilities has grown to the extent it is difficult for both involved stakeholders and the general public to define police core responsibilities. There is confusion as to what police are truly responsible for
- The criminalization of social problems transfers responsibility for a wide range of issues onto police

- Currently, all police receive the same standard training, which does not accurately address the varying needs of communities and the different roles police are required to fill
- There is a need to link crime prevention and policing as a lot of crime prevention is left to volunteers and community
- Police tend to be viewed in a negative light because the media don't typically promote crime prevention and instead focus on negative stories
- Dedicating resources to crime prevention can be difficult to justify as the positive impact it has on communities cannot be immediately observed/measured
- Alternative solutions to incarceration should be explored, especially for first offencesas detention centres are often where offenders become hardened criminals or resign themselves to criminal lifestyle choices
- Law enforcement is focused on short-term responses to criminal activity. The financial and social costs of crime are far greater than the cost of solutions focused on long-term prevention
- Officers promoted to management or leadership positions should be required to take training courses – such as business admin and HR–to better handle these new roles
- Policing needs to be driven by demand and statistical support in determining how to best utilize resources
- Liability and privacy issues inhibit the sharing of information
- Mental health should not be a core policing responsibility: proper services must be in place so that police can concentrate on criminal activity
- The provincial government needs to take on additional responsibility for mental health issues
- Training for police has to be continuously evolving as society and criminal activity evolves
- Define what can be dealt with at the community level versus provincial policing level
- Strategize and look at how resources are deployed in order to be responsive to the needs identified in communities
- Create better information sharing between education, health, and law enforcement resources
- The cost of policing is increasing and should be reviewed to determine why
- The first things to be cut from the policing budget is crime prevention
- There is a need for more volunteers and recreational activities to keep youth engaged

Top Priorities:

- Restorative justice program needs proper referral process and proper funding so that the program isn't so reliant upon volunteers
- Identify desired outcomes for policing and then begin to develop strategies to meet those outcomes and provide appropriate support to do it – strategies need to be developed across agencies and ministries
- Provide more resources to prevention instead of intervention–whether it is crime prevention, health care, education or other

Priorities and Solutions:

- Youth outreach program such as Operation Lodestar which educates parents about youth recruitment in gangs; helps communities to better understand and invest in their youth to prevent them from succumbing to a criminal lifestyle
- Create dedicated units to address specific issues such as domestic violence

- Car 67 (mental health/social worker and police riding in same car) is a successful example of collaboration between different agencies to address key issues such as mental health
- Provide victim services that can support different cultures and demographics within the community
- Immediate responses are needed in addressing youth who engage in crime to instil the understanding that negative behavior is met with negative consequences
- Make sure the right candidates are identified to take part in restorative justice to maintain the credibility of the program
- Agencies that support restorative justice must see positive outcomes from their efforts
- Police need to take time to build relationships and connect with services and agencies in their community so that they know where to go and whom to approach when they have a question or need help
- There is a need to educate citizens about the various ways they can help in their communities
- Should be spending more resources on early intervention and prevention
- The best opportunity for targeting a large number of youth is in schools – it is the best way to reach children effectively
- Create committees from complementary agencies to discuss specific cases of offenders with multiple needs and requiring a large amount of resources and management
- Develop a community court system for Surrey
- Allocate police resources to communicate and build relationships with both victims and offenders to show that they matter and are supported by law enforcement
- Celebrate accomplishments and the good work being done to shape the public's perception to be more positive
- Empower the community to become more involved in crime prevention
- Make sure the public has access to, and is aware of where they can find information on current and past crime initiatives, strategies and results

3. Crime prevention

Issues:

- Silo organizational structures are inhibiting information sharing
- Prohibition of marijuana is ineffective and may only aid in supporting gang activity
- Policing is too reactively focused and needs to be more proactive in looking at the root causes of crime
- The province is downloading responsibilities onto municipalities who are then expected to provide the funding to support crime prevention programs
- There is insufficient funding for Restorative Justice Programs
- Many crime prevention programs are not measured on results or their effectiveness so there are no indicators if they are working or not
- The criminal justice system is not responsive to Domestic Violence and is not adequately equipped to deal with these cases
- There needs to be more coordination and collaboration of crime prevention and victim services as many services and agency mandates overlap
- There is a lack of available programs for offenders in the community
- There are insufficient resources to support high risk youth

- A delay exists between when victims and offenders require services and when those services are available
- Police are called upon to deal with both mental health issues and criminal issues, blurring the distinction between the two and appropriate responses
- Agencies need to communicate better and define what services are needed in the community
- Continually dealing with chronic offenders is extremely time consuming and resource intensive
- Petty crimes
- The legal system is too bureaucratic making it time consuming and costly

Top Priorities

- Sharing of information and funding between agencies
- Address marijuana prohibition
- Programs where kids are identified early as at-risk and supported appropriately
- Mental Health professionals need to be tied more closely with schools and law enforcement
- More crime prevention and education programs
- Sustainable, long term funding for crime prevention – funding over 3-5 years

Priorities and Solutions:

- Create dedicated positions for officers to act as liaisons in both schools and the community
- The management of prolific offenders, mental health and substance abuse through education and collaborative programs such as Car 67 (Mental Health Worker teamed up with RCMP officer and they attend mental health related calls for service)
- Programs that engage community members such as Block Watch that get people active and involved
- Volunteer involvement in crime prevention programs
- Increased police presence such as the DARE program in schools that gets officers out into the community
- Have officers dedicated and responsible for managing specific crime issues such as domestic abuse
- More community based volunteer programs to ease the demand on law enforcement and social services
- Educate the public on how they can get involved and make a difference in their community, and how their time and energy makes a positive impact
- Legalize marijuana: what are the facts, advantages and disadvantages?
- Develop the appropriate communication channel between agencies for sharing best practices at a federal or provincial level
- Province should take more responsibility for the cost of policing
- Utilize available data to aid in program development
- More programs need to be based on the principles of Restorative Justice
- Universal standards are needed and programs need to be continuously evaluated to ensure consistency and effectiveness
- Changing demographics need to be taken into consideration when anticipating future community needs and funding
- More leadership from senior government is needed to create a stronger more focused vision for the public for crime prevention

4. Public Safety

Issues:

- Perceptions of public safety are often not aligned with actual crime patterns
- The average person has no experience interacting with police resulting in public perception being greatly influenced by the media
- Youth education programs targeting high school students are not effective as they have already been influenced by gangs or drugs; programs should start earlier
- There are few indicators for the public that identify that police are doing a good job and increasing public safety in their community
- The changing face of the police officer is one that now must be a strategic and critical thinker and not just a physical presence
- The cycle of poverty
- When the police board consults with communities regarding priorities they hear feedback on issues that directly affect those in attendance, such as increased traffic enforcement in the community. This may not reflect broader community interests or more serious underlying problems
- Public perception is that the courts are too soft on prolific offenders
- For many segments of the population there is a sense of safety and police becoming more engaged in their communities but it's not so for everyone. No public safety for aboriginal women
- People need to be able to have an outlet to voice their concerns on policing issues
- Lack of reporting crime results in inaccurate statistics and misallocation of resources
- Require more supportive housing for the mentally ill and addicted and better coordinated responses in dealing with these individuals
- If people have a negative experience with police, such as not having them respond to a call, it results in a major blow to public confidence in policing
- Consolidate information on policing and crime that can be accessed by different agencies and/or the public
- Increase visibility of police officers
- Creating more volunteer programs such as Citizens on Patrol
- Educating children and youth (engaging parents as well)
- Having outreach program for seniors and special groups
- Understanding that public perceptions about safety is important and affects behaviour
- It is important for police to work with the media and to maintain good media relations
- Recognize generational differences and cultural differences when evaluating how a community perceives safety
- Ministries that operate within the continuum of care are difficult to work with as they operate within silos
- The public feel that the system isn't working
- there are unreasonable expectations of the judicial system and police

Priorities and Solutions:

- Community involvement, people taking ownership and getting involved

- More consultation between public, police boards and police
- Strategies that help the public to get to know police at a personal level and increase media coverage of positive stories and successes
- Increase citizen engagement to deal with community issues
- Work with vulnerable children and youth
- Public education is a critical component in crime prevention and must be an area of focus. Educate people about local crime patterns, actions they can take to protect themselves/their property, how they can get involved, police role
- Identify system efficiencies and areas where technology could be utilized to increase efficiency
- Improve communications and relations between the police and community agencies
- More accountability should be placed on the citizen and not the government
- Engage marginalized members of the community to make them feel included and important

Roundtable # 7 – North Coast & Nechako: June 1, 2012

We want to thank all of the participants in the North Coast & Nechako regional roundtable for taking the time to share their ideas, identify issues and discuss possible solutions to prevent and respond to criminal activity in their communities.

ROUNDTABLE FORMAT

A total of 29 people attended the Seventh BC Policing Plan roundtable in Prince Rupert on June 1st, 2012. Participants included local government representatives, First Nations, victim service and community support organizations and policing agencies. The goal of the roundtable was to capture constructive input from participants towards defining priorities and solutions on policing, crime prevention, and public safety in their community and for the province. To that end, participants were divided into three groups and engaged in six different cafe-style discussions throughout the day, including:

1. Problems with Criminal Activity
2. Responses to Criminal Activity
3. Police Core Responsibilities
4. Crime Prevention
5. Public Safety
6. Policing and Crime Prevention Resources

KEY THEMES

The following key themes emerged from the group discussions:

Awareness and understanding of community and First Nations culture are important in delivering effective responses to criminal activity and crime prevention strategies, as well as promoting positive police-community relationships. Children and youth that are educated in their cultural traditions are less likely to engage in criminal activity and feel more commitment to their community. Many instances of criminal behaviour could be better managed and addressed if the culture and family values of the community were integrated with the methodology and practices of police. RCMP understanding of the Aboriginal political framework is also important in order to build strong and long-lasting relationships with the community.

Resources for mental health and addictions are limited and consume a large portion of police resources that could be allocated to other activities that police are better equipped and trained to address. It is especially difficult to dedicate a resource to manage and facilitate collaboration and information sharing between agencies in small remote communities.

Drug and alcohol abuse are significant drivers of criminal behaviour and gang activity in the area. Most rural communities do not have the infrastructure and resources to adequately address drug and alcohol issues. Most resources serve as reactive or short-term services and do not adequately address these health issues within the continuum of care that is needed, particularly among men who have come into contact with the criminal justice system. Many people with drug and alcohol issues are not getting adequate treatment and are often in and out of the criminal justice system. Unmanaged substance abuse in households leads to numerous health and safety related issues and perpetuates a cycle of addiction and violence in families.

Poor economic conditions in remote communities are one of the primary root causes of criminal activity. It was suggested that regionalization and de-centralization initiatives by the Provincial Government to base services in these areas would help to create jobs and stimulate the local economy.

Supporting youth and healthy living through recreational facilities and organized sport was identified as a priority. Educating youth on the benefits of leading a healthy active lifestyle, and providing a positive environment help at-risk youth to be more resilient against negative influences.

Limited resources are available across the spectrum of police, mental health, justice system and social services in rural and remote areas. Many services operate on a limited capacity over a large geographical area and few communities have the ability to coordinate services to address the root causes of crime. Police are doing a good job but cannot adequately meet all the needs that rural communities are facing for criminal activity and public safety. Creative solutions must be found in order to address these unique needs such as through crime prevention through environmental design and the engagement of community members as auxiliary support for these services.

There is disillusionment with the justice system. This is the result of the community failing to see due process take place because of inefficiencies and delays and the inability of the system to properly sentence and rehabilitate prolific offenders. As a result, members of the community are less likely to report crimes or work with police.

SUMMARY BY TOPIC

For each topic, participants were asked to identify key issues, solutions and priorities.

1. Problems with Criminal Activity

Issues:

- The fear induced in the community by gangs and violence is stopping people from reporting crimes and working with police
- Domestic violence and sexual abuse are major issues that often occur behind closed doors, which either go unreported or are reported years later, which can create challenges to investigating these cases
- The level of communication between law enforcement and the community is not effective in emphasizing the magnitude of community issues such as drugs
- Addiction and the cycle of addiction in families due to the lack of support or rehabilitation services
- The accessibility of drugs and the emerging prevalence of new and dangerous chemical-based drugs in the community
- Sexual assaults/sexual abuse of young girls related to drug and alcohol use
- Petty street crime, vandalism and B & E's related to drug and alcohol use and poor economic conditions
- Emerging (and little understood) crimes such as elder abuse, human trafficking, internet luring, cyber bullying and web/internet scams – participants unsure of the scope of these issues in their communities
- There is a lack of resources in providing social services which include programs such as counselling, safe houses, and social workers to educate and work with families. Also lack of services for offenders
- Frustration with legal system that takes too long for cases to be concluded, and that is seen as a revolving door that does not rehabilitate or support individuals who are likely to reoffend

- A culture of close family ties and fear of children being taken into care of Ministry of Children and Family Development, notably in the aboriginal community that results in a code of silence resulting in poor communication with police
- Youth are not supported effectively, which perpetuates the cycle of social disorder in families and the community. Youth have to break the law before they can be referred to services and by then it is already too late
- Criminalization of people who are just trying to meet their basic needs, instead of aiding them in meeting those needs
- The evolution of technology is changing how criminals operate and the public is not being educated to protect themselves from cybercrime
- The perception that there is no incentive to report issues within the community due to how ineffective the justice system is
- As the community begins to feel less safe, the sense of community and relationships break down as people retreat within their homes
- Awareness that crime problems in Prince Rupert may worsen with expansion of port activities and need to be thinking forward

Priorities

- Addressing the root causes of criminal activity including economic conditions and the lack of opportunities, mental health issues, and addiction
- Share information with the community about crime trends and problems
- Equip people with the life skills they need to take advantage of opportunities and be successful through education
- Increase resources to process cases through the justice system more quickly and include treatment/ resources the offender needs to address underlying causes of their criminal behaviour
- Localize more resources: regionalization of jobs and opportunities
- Establish cross cultural programming in communities
- Provide treatment facilities and services for men and youth

2. Responses to Criminal Activity

Issues:

- Funding programs based on population is not the most appropriate means of allocating resources to address domestic violence issues
- RCMP posting of two years is too short to build strong relationships with the communities they are stationed in
- There are not enough resources in the justice system to adequately respond to the issues they are dealing with such as mental health and addictions
- The charge approval process is challenging for police officers and often times charges are not approved
- There is a lack of offender support programs, as well as a consistent presence of a community probation officers to manage these individuals
- Victim Service programs are competing with other programs for resources, which compromises the consistency and effectiveness of the programs

- First Nations communities are subject to both federal and provincial laws which at times are not aligned
- Bootlegging is a major issue on reserves

Top Priorities:

- Deal with hard drug issues
- Focus on youth education and prevention and develop a long term vision on crime prevention
- Build community awareness
- Address capacity issues with the court process
- Focus on the root causes of crime, specifically alcohol abuse
- Address the bootlegging of alcohol
- Provide youth offenders with support so that they can be effectively rehabilitated
- Address the RCMP funding cut backs and the effects they have had on northern communities
- Provide cross cultural and sensitivity training for all the justice system resources
- Support initiatives that will allow police to build or enhance trust in communities at the local level
- Mandate domestic violence training for Police
- Address the lack of affordable housing and support facilities available for marginalized individuals
- Support and fund alternatives to the court process such as Restorative Justice
- Domestic violence initiatives that leave the family in the home and have the abuser removed
- Work on building better communication practices between the Provincial government and communities

Priorities and Solutions:

- Build strong relationship with RCMP and work with local media for public awareness around drug abuse and alcohol abuse
- Develop Offender Management programs such as curfew management in support of trying to positively shape the behavior of offenders
- Establish youth empowerment programs to get youth involved so that are less likely to become involved with drugs, crime or alcohol abuse
- Establish DARE programs in schools and policing on the streets
- Support community initiatives that coordinate police and community members working together to respond to criminal activity
- Support approaches such as Violence Against Women In Relationships Committees. These committees are effective in communicating across the sectors and developing an understanding of the continuum of service being delivered and coordinated for victims
- RCMP need to focus on being more integrated and connected within the community and bring experienced officers into the community
- Provide new RCMP personnel with background information and insight on the communities they are transferring to
- Work on violence prevention issues through youth prevention
- Provide alternatives to the criminal justice process
- Police training needs to be evaluated and adjusted to fit the specific community's needs
- Explore the feasibility of crime prevention techniques through environmental and social design

- Focus on Aboriginal Youth Justice programs around drug awareness

3. Policing and Crime Prevention Resources

Issues:

- Police are not equipped to deal with mental health issues
- There is a shortage of resources to deal with mental health and addictions
- Takes too long to get people the support services they require
- Health and Justice are closely related ministries that operate in silos
- Remote communities have poor access to the resources they need to address community issues
- There is a lack of consistency in program delivery when there are position changes in leadership roles in the RCMP
- Technology for personal communications are inadequate – cell phones often don't work due to lack of support infrastructure
- RCMP resources are stretched too thin to provide fulltime policing to all small communities
- Provincial support programs are offered through multiple ministries but there is no cohesion between them
- There is a need for long term investments in programs and stable funding
- Need to build trust and strong relationships with police

Top Priorities:

- Maintain an aboriginal community liaison position
- Establish support services and housing for mentally ill and those with substance abuse issues
- Educate and involve the community in teaching and raising children and youth
- Build a sense of community through teaching about culture and traditions
- Provide more Provincial policing resources in Prince Rupert area to support outlying communities
- Improve justice process to increase confidence amongst the public
- Establish longer terms for resident workers such as the RCMP

Priorities and Solutions:

- Incorporate the culture of the community into the services being provided
- Empower communities to help themselves
- Establish shelters similar to the Damp Shelter – where someone is intoxicated and not violent can stay overnight to sober up
- Establish DARE programs in all communities
- Provide communities with adequate recreation programs for youth
- Have individuals in law enforcement dedicated to key areas such as crime prevention
- Establish citizen groups like Citizens on Patrol to provide eyes and ears for the community
- Support School and Aboriginal liaison positions which are working well

4. Crime Prevention

Issues:

- Violence is an issue in the community, especially amongst youth
- Elder abuse is not being adequately addressed
- The impact that unhealthy living has on communities such as the proliferation of diabetes
- Poverty is one of the root causes driving youth to crime
- No preventative or educational programs are available to help abusive men
- Services are not available in a timely manner for women who are affected by violence
- There is a disconnect between the family values and culture in the community and the laws the justice system are enforcing
- The community tends to wait for the government to lead action on community issues – the community needs to take responsibility and action on community issues
- There is a failure to notify the community and the victims when offenders are released
- The community is not entirely aware of the crime prevention initiatives that are taking place

Top Priorities:

- Create school programs for youth
- Focus on parenting skills emphasizing training for first-time parents
- Providing education and awareness on personal wellbeing, community issues, and crime prevention for all members of the community is key
- Provide support options and alternatives for both victims and offenders
- Build relationships and a mutual understanding between the community and police
- Utilize resources more effectively when dealing with the root causes of crime such as drugs and alcohol
- Look at expanding the Urban Aboriginal Justice Strategy
- Regionalize opportunities and growth by the government to better support smaller communities in the province
- Ensure that initiatives are results driven
- Commitment by law enforcement to accountability and reporting to stakeholders
- Increase Police visibility
- Focus on the safety of seniors and preventing elder abuse
- Address mental health issues
- The Provincial Government really needs to see firsthand the challenges faced by remote communities
- Share best practices and programs that have proven to be effective
- Create a paid position within communities as a resource whose mandate is crime prevention

Priorities and Solutions:

- Support sports programs which keep community members busy and improve quality of life by promoting fitness and bringing the community together
- Identify the root cause of crime and criminal behaviour to address the underlying problems
- Establish bike patrols, they work well as increasing the officer's visibility in the community

- Establish programs such as CPTED (Crime Prevention Through Environmental Design) which has been proven to be effective when crime prevention resources are limited
- Build cultural awareness to strengthen communities
- Focus on prolific offenders
- Establish committees such as the Violence Against Women In Relationships committee which is working well in our community through open communication
- Work with children and parents on preventing sexual abuse – also tells the community we are watching over the children
- Increase referrals from Crown to Aboriginal Justice Program – this increases the value offenders place in themselves and increases their connection to the community
- Identify youth who are at risk of involvement in criminal behaviors early and provide supports and interventions. The NCPC funded project Building and Sharing Culturally Responsive Crime Prevention Approaches in Aboriginal Communities is a great example of a program to help communities implement culturally relevant crime prevention programming
- Support increased visibility initiatives, police also need to show that they respect and believe in the community
- Focus on increasing volunteer numbers to supplement policing resources
- The RCMP should not be expected to create solutions for all community issues
- Build transparency and trust between community and police
- Support crime prevention by educating the community on healthy living and lifestyle choices

5. Public Safety

Issues:

- A sense of public safety is a matter of context and perception; the majority of the time people feel safe in their communities depending on the area and time of day
- There are isolated rural areas and the communities there do not have good communication or awareness on initiatives pertaining to public safety
- The leniency criminals experience in the justice system enables them to continue to be prolific offenders and does nothing to prevent them from reoffending
- Fear of retribution is a major issue in obtaining witnesses to crime

Top Priorities:

- Support Community Policing and enhance police visibility in the community
- Increase community awareness on issues and the initiatives and services available to address them; encourage community volunteerism and involvement in public safety initiatives to ease the demands on police to administer these programs
- Strengthen and enforce enhanced sentencing through Court Services; Ensure court orders are actively monitored
- Increase resources and funding to policing
- Use resources effectively to meet the needs of northern communities and the unique challenges they face
- Become more aware of the benefits of Aboriginal Policing in remote Aboriginal communities
- Increase training for officers on sensitivity and dealing with family related issues

- Plan and improve the physical environment to discourage criminal activity
- Provide more resources and options to deal with drug dealers to get them off the street

Priorities and Solutions

- Increase RCMP visibility in the neighborhoods
- Support infrastructure through home inspections and education on better practices to create safe home environments
- Provide timely response to emergency calls
- Provide safe shelters to ensure safe environments for citizens in need
- Identify and remove the drug dealers from the community
- Support Citizens on Patrol, Police Bike Squad, and Community Policing which all work well
- Provide individual safety planning for victims escaping domestic violence
- Increase visibility of police in targeted areas where there are public safety issues and criminal activity occurring
- Increase cross cultural awareness to de-escalate the potential for tensions between different youth from different cultural backgrounds
- Communities need to be more proactive and involved in countering drug dealers and following through with commitment to testify against charged drug dealers
- Utilize citizens on patrol members to support police
- Police services must use community resources and information in remote areas to be effective as they do not have a permanent presence
- Public acknowledgement of citizens who do good work in their community
- Increase access to some form of affordable public transportation for remote communities

6. Policing Core Responsibilities

Issues:

- Police are spending a great deal of time with individuals with mental health and drug and alcohol addictions issues simply because no other facilities exist to support them, or they are not available when they are needed
- Police are expected to fulfill a number of roles in the community. As a result, they are unable to focus and excel at key duties within their traditional core responsibilities
- The expectations on police are somewhat unrealistic
- Having officers transferred every 2-3 years creates major setbacks in the development of community relationships
- The major delays that exist in the court system translate into delay and waste of police resources
- RCMP programs for mentoring youth need to be better coordinated
- The amount of administrative work officers are required to do in relation to their policing is taking away from the time they can spend in the community
- Programs are being cut, even if they are proven to work and be effective

Priorities and Solutions:

- Develop partnerships between the RCMP and the community

- Establish more effective communication channels between the RCMP and the community on identifying issues and creating solutions
- Develop a holistic approach to better manage mental health issues and addictions; ensure hours of service are aligned with needs
- Define where the services agencies offer overlap, or are redundant, and where there is collaboration or opportunity for collaboration
- RCMP should conduct annual performance plans with the local community to determine local priorities
- Provide cultural sensitivity training for RCMP to better relate to the cultural groups in remote communities
- Provide an accessible list to the public on what services are available for them, what their purpose is, and what the benefits are
- Take a tougher stance in dealing with major issues within the community, such as using the forfeiture act when prosecuting drug dealers
- Justice reform initiatives that will address the system delays and lack of consequences; quicker processing would improve resources available for policing
- Increase commitment and dedication towards the community tri-partite agreement by all parties to increase its effectiveness
- Get the right First Nations candidates into RCMP positions
- RCMP need to support programs that are already in place in communities
- Clarify the core responsibilities of police for both the police and the public; anything police do should have a public safety focus/element
- Seek methods to ensure RCMP detachments have a mix of more experienced members and new recruits
- Ensure new RCMP members receive adequate field training, without providing a strain on local detachment resources
- Empower the community to invest in themselves through volunteering and participation
- Expand the role and capabilities of Social Services to take responsibilities back from police so that the Police can focus on their scope of practice

Roundtable # 8 – Kootenay: June 8, 2012

We want to thank all of the participants in the Kootenay roundtable for taking the time to share their ideas, identify issues and discuss possible solutions to prevent and respond to criminal activity in their communities.

ROUNDTABLE FORMAT

A total of 36 people attended the eighth BC Policing Plan roundtable in Cranbrook on June 8th, 2012. Participants included local government and community representatives, victim services, community support organizations and policing agencies. The goal of the roundtable was to capture constructive input from participants towards defining priorities and solutions on policing, crime prevention, and public safety in their community and for the province. To that end, participants were divided into groups and engaged in four different cafe-style discussions throughout the day, including:

1. Problems with and Responses to Criminal Activity
2. Police Core Responsibilities
3. Policing and Crime Prevention Resources
4. Crime Prevention and Public Safety

KEY THEMES

The following key themes emerged from the group discussions:

Engaging the community through initiatives such as restorative justice, community court and community circles programs are an effective form of localized justice that encourages community support. These programs allow the community to play a role in developing programs and initiatives to address local problems. Engaging the community in working with police to identify problems and contribute their ideas to developing solutions generates positive results. This helps to educate and engage the public on what they can do to help policing efforts and enhance public safety. Effective relationships are developed through strong communication among police, community, and governments at the provincial and federal levels.

Rural areas face unique challenges due to the large geographical area, infrastructure, sparse population, and the diverse roles and responsibilities that law enforcement is expected to play. To combat these challenges, a solid information gathering process is needed to ensure that key issues are accurately identified by the community ensuring available resources are being used effectively. Limited police resources and often inaccessible services could be further mitigated through enhanced use of community or volunteer led initiatives and crime prevention through environmental design. Traditional metrics such as case burdens and calls for service do not take into account the geographic size of rural policing jurisdictions and the differences in resources available to police in rural areas as compared to urban policing detachments/agencies.

Education for children and youth through programs such as Drug Abuse Resistance Education (DARE) and Sexual Abuse Intervention Program (SAIP) to support crime prevention and awareness are effective in rural communities. Police involvement in schools helps raise awareness, make connections and promote community policing. The recruitment of youth into organized crime needs to be addressed more effectively.

Increased resources for social services are needed to address the current situation where police are required to act as all things to all people, taking away from their core responsibilities. Support services managing mental health issues, poverty and personal wellbeing would not only support police, but

also address the root causes of crime in the community. Social support for domestic violence, safe home programs and outreach providing extra resources helps to prevent crime from reoccurring.

Explore expanded roles for others on the law enforcement continuum to ease the demands on police officers. Examples included by-law officers, auxiliaries, reservists and sheriffs.

Support innovative strategies that have demonstrated effectiveness such as integrated specialized response and case management teams for calls involving domestic violence, and mental health issues; the new impaired driving legislation; and the use of reservists to cover leaves and seasonal demands for increased policing.

Support from Provincial government on recommendations voiced by municipalities. The Province should take a leadership role in defining core policing responsibilities in the province. A cost benefit analysis needs to be conducted to determine if programs and initiatives should be implemented at the community, regional, or provincial level. Federal and provincial levels of government need to consider the impacts on local governments when implementing policy changes.

SUMMARY BY TOPIC

For each topic, participants were asked to identify key issues, solutions and priorities.

1. Problems with Criminal Activity and Responses for Criminal Activity

Issues:

- Crime that goes unreported
- Criminals moving between different jurisdictions
- Drugs and alcohol abuse and addiction
- Drug trafficking and associated violence
- Domestic violence
- Impaired driving
- Organized crime and the recruitment of youth into organized crime
- Property crime such as minor thefts and vandalism
- Civil disobedience and public disorder
- Repeat and prolific offenders
- Weapons related crime
- Bullying and cyber bullying
- Mental health issues and homelessness
- White collar crime

Top Priorities:

- Greater focus on identifying and rehabilitating repeat offenders to free up resources in the legal system
- Increase capacity and support for the court system by adding additional resources
- Focus community education programs on youth
- Need stronger political leadership and endorsement
- Support health and personal wellbeing initiatives that address the root causes of crime

- Infrastructure and facilities need to be in place that complement the justice system by providing adequate social services in support of marginalized members of the community
- More community involvement through Integrated Case Assessment Teams (ICAT)
- Ensure police are aware of, and able to focus on their core responsibilities
- Priorities and Solutions:
- Specialized policing units that are responsible for dealing with key issues such as crime prevention or narcotics
- Education for youth through programs that include Drug Abuse Resistance Education (DARE) and Sexual Abuse Intervention Program (SAIP) that support crime prevention and awareness
- Develop strong relationships between the continuum of social services and the communities they support
- Regular communication between law enforcement and local media
- Community coordination in the development of community protocols to address local issues
- Social support programs for domestic violence, safe home programs and outreach providing extra resources
- Alternative justice initiatives including restorative justice, community court and community circles programs
- Create opportunities for employment to address social inequality

2. Policing Core Responsibilities

Issues:

- Police are required to fill the gaps created by inadequate social services which puts a strain on existing resources
- Police have become the default organization for the public to contact for any problem which takes away their ability to manage their core responsibilities
- There is a gap between where police services begin and mental health supports and services end
- Support services and other agencies such as conservation officers and mental health workers are generally only open Monday to Friday, 9am to 5pm or they have been cut completely, making police the only reliable and accessible service available 24/7
- There is more administrative work required for police to perform their duties now than ever before
- The government and police need to educate the public on what realistic expectations of police services are
- There is no accountability at the provincial level for managing the impact of reducing funding to programs which results in municipalities being affected and held accountable for continuing to provide these services
- There needs to be a process in place for assessing financial and social costs and benefits from services across different levels of governments
- Privacy laws are inhibiting agencies from effectively sharing information, even though they provide services to the same clients
- Rural RCMP face the challenge of covering huge geographical areas with a small number of staff
- Due to amalgamation, there are fewer services available directly to the remote regions of certain jurisdictions

- The current funding model for policing creates inequality as it is based on population, and does not factor in the geographic region or temporary population increases through tourism
- An external body needs to be designated for investigating police and managing public complaints as they both currently require a great deal of police resources; the mandate of the Independent Investigations Office should be expanded and the complaint process streamlined
- There is a lack of community-based victim services and as a result, existing services end up managing more than the program is funded to do
- There are a lack of resources and training opportunities for police officers and nurses to provide effective response to sexual assaults
- A repercussion for not being able to address crimes effectively is that the public will lose trust in policing services and not bother to report crimes at all
- The amount of time police spend in the field is reduced by the large amount of training that is required
- Police do not want to see the BC Policing Plan lead to a greater detrimental impact on the time police are able to spend in the field, such as further training requirements or new administrative/reporting requirements
- Federal government policy decisions, such as the updated requirements for providing backup, can have a dramatic impact on areas with a small number of officers

Top Priorities:

- Implement a holistic approach to support persons with mental health challenges, those in poverty or in abusive situations–with policing role limited to ensuring public safety
- Clearly define what the core responsibilities of policing are for the benefit of officers, local governments and the public
- More funding is needed for policing and support services
- Develop a provincial traffic patrol so that RCMP can focus on contract policing duties
- Allocate more resources to crime investigation and traffic safety
- Support programs related to alcohol abuse and drug prevention
- Create community awareness programs to promote volunteering in the community
- Allow police to focus on their core responsibilities
- Formalize a partnership between the Ministries of Justice and Health Services
- Generate greater police involvement in the community through community based policing

Priorities and Solutions:

- Investigate criminal activity
- Promote community safety and crime prevention
- Serve the community by identifying the needs of the community through engagement
- Road and traffic safety enforcement
- Quick and effective responses to emerging or escalating problems in the community
- Hire reservists in areas with high seasonal variation in policing requirements
- Establish working relationships between agencies, such as the ability for police to be able to call a mental health worker to assist with calls

- Inclusive community programs that bring people together in addressing sensitive issues such as suicide and abuse
- The Prolific Offender Programs are working to keep offenders off the street because of good communications among policing jurisdictions
- Increase officer presence in youth programs and the community
- Find ways to collaborate with other agencies such as with traffic bylaw officers in managing traffic related issues
- Set requirements at the provincial level for mandatory training
- Identify what should be done by non-policing resources and community volunteers
- More emphasis must be placed on mentoring and supporting new policing recruits
- Identify different methods for engaging different communities as demographics should determine the approach
- More crime analysis to support in identifying where resources need to be allocated to be most effective
- Look for creative ways to generate revenue, such using the proceeds of crime

3. Policing and Crime Prevention Resources

Issues:

- Criminal activities that fall under Federal policing responsibilities are not always being acted upon, resulting in increased pressure on provincial and municipal level polices for enforcement responses.
- There is an increase in administrative work required to have successful charges
- Disputes for minor misdemeanors such as traffic tickets are taking up a significant amount of police resources
- Even if a detachment is fully staffed, they are never operating at full capacity (sick leave, vacations, maternity leave, etc.)
- Policing facilities are dated and do not meet the current needs
- Officers don't always have time available to spend time acting as community liaisons
- Disagreement with decisions to amalgamate detachments
- The current funding formula for policing does not work well
- Due to the large administrative process that accompanies crimes such as domestic violence, officers are in some cases charging individuals under different crimes to avoid this burden

Top Priorities:

- Collaboration between communities and law enforcement
- Reduce legislative requirements that restrict officers or increase administrative burden
- Information sharing between agencies
- Streamline procedures to improve efficiency and use of resources
- Identify priorities through collaboration
- Accountability for all parties
- Increase funding and staff resources
- Support from Provincial government on recommendations voiced by municipalities on what is best for them

- Continue to educate the public on role police play as that role evolves over time
- Define core policing from the provincial and municipal levels

Priorities and Solutions:

- Provide resources for a new detachment building and cells
- Increase crime analysis capacity in communities
- Create a staffing strategy to manage officer leaves (maternity, long-term leaves)
- Set up Case Management Teams that support every community
- Greater collaboration at the local level on community based programs
- Implement LEAN thinking methodology in police processes
- Utilize By-Law Officers
- Municipalities need to be consulted by the province on strategies to deal with cuts or changes to programs
- Educate the public on what they can do to help policing efforts
- Provide more support for other agencies to get involved – police should be there to manage criminal and safety issues not social issues
- Agencies should be mandated by government to work together through the sharing of resources, services and information
- DARE program is working well
- Need to intervene quickly in cases of domestic violence before the problem escalates
- A streamlined complaint evaluation process is necessary in filtering through what internal investigations need to be pursued and which are baseless
- Take a proactive approach to funding programs focused on crime prevention
- Clearly define the core policing responsibilities and ensure resources are adequate for managing them
- Implement immediate consequences such as fines to free up more court resources
- Funding should be allocated to a community coordinator position to oversee volunteer initiatives
- Hire crime analysts to identify statistically what the real issues are and develop appropriate responses
- Restorative Justice Program, Citizens on Patrol Program and Housing and Poverty Committee are all working well
- Officers involved in community liaison programs focusing on working with youth
- Community awareness that members can talk openly with police about deficits in the community
- Planning ahead with multiple agencies to prepare responses to anticipated issues
- Restorative justice and victim services get their own grants and funding which takes pressure off of police

4. Crime Prevention and Public Safety

Issues:

- Youth involved in criminal activity
- Drug and alcohol abuse
- Domestic Violence
- Priorities vary between the municipality, police and community

- The perception of crime created by the media is negative and does not accurately reflect the reality of crime in the community
- Delays that exist in the court system
- Police are not effectively managing sensitive situations such as domestic disputes
- Victims of crime feel unsafe due to lack of understanding of the criminal justice process
- The lack of communication with law enforcement providers also breeds a lack of trust within the community
- Displacement and lack of facilities for people with mental health issues
- Need to have a solid information gathering process to ensure that the key issues identified by the community are in fact the major issues, and not just perception
- Unique challenges faced when policing rural areas due to the large geographical area, poorer infrastructure, sparse population, and the diverse role and responsibilities that law enforcement is expected to play

Top Priorities:

- Provide education on drugs and alcohol abuse and the far reaching effects it has on the community
- Increase police visibility in the community
- Engage the community in working with police to identify problems and contribute their ideas to developing solutions
- Community policing continuum that offers collaborative services from the areas of justice, education and health
- Align resources with the needs of different agencies
- Effective community relations that include police, community, as well as provincial and federal representation

Priorities and Solutions:

- Use restorative justice initiatives as they are a good form of education and effectively teach that undesirable actions have consequences
- Police visibility and involvement in the community
- Communication with citizens is key to effective community policing
- The community needs to play a role in developing programs and initiatives to address community problems
- Educating the public on what services are available for the community to utilize
- Comprehensive crime analysis is a huge benefit to the community
- Community safety is a shared responsibility between law enforcement and members of the community
- The ability to inform or advise community of a violent sexual offender through media
- Crime prevention through environmental design

Roundtable # 9 – Northeast & Cariboo (Fort St. John): June 14, 2012

We want to thank all of the participants in our second of two roundtables in the Northeast & Cariboo for taking the time to share their ideas, identify issues and discuss possible solutions to prevent and respond to criminal activity in their communities.

ROUNDTABLE FORMAT

A total of 13 people attended the ninth BC Policing Plan roundtable held in Fort St. John on June 14th, 2012. Participants included local government, aboriginal representatives, victim services and community support organizations and policing agencies. The goal of the roundtable was to capture constructive input from participants towards defining priorities and solutions on policing, crime prevention, and public safety in their community and for the province. To that end, participants were divided into four groups and engaged in four different cafe-style discussions throughout the day, including:

1. Problems with and Responses to Criminal Activity
2. Police Core Responsibilities
3. Crime Prevention and Public Safety
4. Policing and Crime Prevention Resources

KEY THEMES

The following key themes emerged from the group discussions:

Private investment in community services is required to aid local agencies in providing adequate services, law enforcement, and traffic safety to the community. Large local industries are driving community growth which is creating new challenges related to the influx in residents and the strain created on local infrastructure and facilities that require additional resources to support.

Specialized policing services dedicated to addressing specific issues in the community are needed. Specialized services would provide consistent and accountable support for crime prevention, domestic violence, unsafe driving, prostitution and drugs.

Drugs and drug trafficking are directly related to a large proportion of crime committed in the community. Due to the booming population, and the wealth generated by local industries, illicit drugs are in high demand. Managing the accessibility of drugs is difficult for law enforcement, as a large number of unsecured chartered flights transport workers to work camps in the region. Cooperation between local agencies and private companies are needed to address these drug channels into the community

Resources for proactive policing such as Bike Patrol help to promote engagement between the officers and the community and build upon the public's perception of safety. Due to the administrative burden facing officers and the large number of additional responsibilities they are tasked with, it is difficult to allocate resources to crime prevention and proactive initiatives.

Increased communication between stakeholders which include local law enforcement and support agencies, the provincial government, media, community members and private industries. This would allow for more accurate information sharing and education on what is currently working well in the community, what the key issues are, and how they can be most effectively addressed. By allowing for representation from all parties, buy-in from the entire community on key initiatives will be easier to obtain and successfully implement.

For each topic, participants were asked to identify key issues, solutions and priorities.

1. Problems with Criminal Activity and Responses for Criminal Activity

Issues:

- Violent offences including homicide, assault, kidnappings linked to the drug trade
- Family (domestic) violence
- Mental health issues
- Vandalism and property crime
- Average age of population is 29; making a lot of money with little life skills
- There is a high cost of living in the community
- Addictions to gambling, drugs, or alcohol that instigate crime
- Although industry (which fuel the economy of the region) have security measures to prohibit drug and alcohol use and abuse on company property, they are ineffective in preventing the problem
- Franchise gangs tied to larger criminal organizations from urban centres
- Sexual exploitation of women and youth
- The demographics of the community and significant disposable income is driving the increase on the demand for drugs
- Drugs and trafficking are able to grow because of ineffective security on transportation
- Drugs are arriving in the communities on chartered flights and transport trucks on highways
- Youth violence and glamorization of fighting including the posting of fight videos on social media sites
- Vehicle related issues more specifically in Fort St. John including unsafe driving practices, impaired driving, speeding, pedestrian accidents; not being effectively enforced
- Currently there are not enough resources and support services in the community to deal with addictions or marginalized people in need of assistance
- Communities such as Profit River are dysfunctional in part because the community is not supported with programs and services, but also community members lack skills and supports to manage their income and money is spent on drugs and alcohol. There is money but a lack of programming available to help this community
- Police are having to act as social workers which takes them away from their core duties
- The senior community is vulnerable to crime but does not receive additional support

Priorities

- Work with First Nations leadership to build life skills for members of First Nations communities such as developing budgets and creating good spending habits to improve quality of life
- Local industries need to take a far more active role in supporting community programs, living standards and issues created by their industry
- An example of an effective industry-based initiative is providing an individual for community development that invests time and resources in youth programs such as DARE (Drug Awareness Resistance Education) and PARTY (Preventing Alcohol Related Trauma in Youth)

- Partnerships between police and companies are important to obtain necessary funding and resources to support the community
- Multi-year funding is required to ensure long-term sustainability of programs and give programs a chance to evolve
- More social infrastructure such as youth centers and transitional housing facilities are required to help prevent crime
- Traditional Culture Camps and traditional justice that support cultural learning for people who have come through the justice system should be available
- Fund an interdiction drug enforcement unit that can aid in combating the transportation of drugs to the community and through to more northern regions
- Legalize marijuana, tax it and use the proceeds to invest into preventative programs
- The CVAP (Crime Victim Assistance Program) needs to be explored–service providers need to have a clear understanding of the benefits available to victims of crime so they can provide the best possible assistance to clients
- Community policing partnerships are needed to accurately address public safety issues
- RCMP conducting bike patrols during the summer months increases police visibility and reassures the public
- There is a need to get more positive messages communicated through the media to the public

2. Police Core Responsibilities

Issues

- Policing is currently reactive not proactive
- There is a shortage of officers
- There is too much administrative work required for officers to perform their duties which takes them away from active duty
- Too many things are being asked of police services

Top Priorities:

- Increase the visibility of police in the community
- Commitment to adequate long-term funding
- Community safety
- A Violence against Women unit is needed – we need to develop police officers and increase their capacity to address issues related to violence against women
- Focus on organized crime
- Well trained officers are needed – currently, there are many junior/rookie police officers deployed in this region
- Tests like Meyers Briggs should be a required during police training at Depot

Priorities and Solutions:

- Spend effort, time and funding on public safety and protection
- Educate the public about the role of police and set expectations appropriately – sometimes the public have unrealistic expectations of the police

- Look at using social media more effectively and take ownership of the messages that go out to the public about police
- Utilize ICE (Integrated Child Exploitation) Unit and target criminals the community is not necessarily aware of
- Continuous education for policing to keep them aligned with community needs
- Define and focus on core activities
- Put in place rigorous testing for recruits
- Work to build the positive image of the RCMP
- Keep RCMP members in the same community for a longer period of time for more effective relationship building

3. Crime Prevention and Public Safety

Top Priorities:

- A dedicated police unit for crime prevention
- Support frontline policing
- Public education around crime prevention
- Engage the public on community issues
- Provide access to more police resources when needed in the community
- Work with public to identify needs

Priorities and Solutions:

- Keep refreshing and sustaining the many programs which are already available in the communities including Speed Watch, Citizens on Patrol, Rural Crime Watch, DARE, PARTY, and the Restorative Justice Program
- Engage the public through roundtables and consulting as to what is needed and what will work
- Evidence-based community programs are needed that are supported by data and results
- Stiffer sentences are required to unclog the courts – especially for repeat offenders
- Solar powered speed reader boards will reduce speeding
- Implement a long-term crime prevention unit that is fully funded
- Increase police visibility to create a sense of safety in the community through initiatives such as bike patrols

4. Policing and Crime Prevention Resources

Issues:

- Currently there are not enough members for managing seasonal work in the local detachment resulting in having to draw resources from specialized sections just to be able to respond to calls
- Adequate resources exist to respond to crime but police are being taken away from general duty to be put in Crime Reduction Units.
- There is little support for crime prevention and crime reduction initiatives
- Communication is limited as information sharing across agencies is challenging

Top Priorities:

- Develop a long term crime prevention strategy with the appropriate funding allocation

- With the newly developed crime prevention strategy, identify crime reduction initiatives
- Recruit a community liaison person to work with people and communities to help build strategies and interventions in collaboration with law enforcement
- Focus on collaboration to develop cooperative responses to the major issues in the community
- Design a program to coordinate relationship building between new and existing officers with other support services and the community
- Create a Violence in Relationships Unit
- Dedicate resources for drug enforcement
- Combat root causes of crime such as drug addiction
- The community would like to see positive actionable outcomes from the roundtable sessions

Priorities and Solutions:

- Crime reduction initiatives are working well in North District which focus on prolific offender management and crime hot spots in communities
- Policing resources could be used more effectively if there were more efficiencies or support staff for completing necessary paperwork
- Keep the Bike Patrol program because it is working very well
- Maintain the Restorative Justice program. It is working very well and diverts cases away from courts
- Hold large community events that bring everyone together
- Continue with the successful program of Blueberry River Against Gangs (BRAG) which supports youth who are vulnerable to gang recruitment
- Explore technology and equipment upgrades to help streamlining policing processes
- Create support facilities for youth that provide drug rehabilitation and a safe place to live

Page 194 of 404 PSS-2018-86101

Supplemental Document #2: Summary of Reform Work Completed or Underway

RCMP contract renewal

The Royal Canadian Mounted Police (RCMP) acts as British Columbia's provincial police force, as well as the municipal force for municipalities with RCMP services. The RCMP provides service through three agreements either between the federal and the provincial government or between the Province of British Columbia and a municipality. The RCMP has provided police services since 1950, with the most recent twenty-year agreements expiring in 2012. The provincial government signed the *Provincial Police Services Agreement* (PPSA), the *Municipal Police Service Agreement* (MPSA) and the *Municipal Police Unit Agreement* (MPUA) in March of 2012.

The new agreements enshrine key principles which support a higher level of accountability. They are: (1) a new relationship in which the provincial government has enhanced oversight and governance over both National RCMP Programs and the Provincial Police Service; (2) an agreement on mechanisms to improve reporting, planning, reviewing, and evaluating the finances and operations of the RCMP to ensure that the police force is accountable and transparent to the governments that pay the bills; and (3) new cost containment and review mechanisms which will enable the provincial government (and municipalities) to better control costs and challenge the effectiveness of program delivery.

A new Federal/Provincial/Territorial Contract Management Committee (CMC) structure has been created to facilitate the new relationship and governance model. The CMC includes a senior representative from each jurisdiction that contracts with the federal government for RCMP police services, the RCMP, the federal government, as well as a municipal associate representative from each province. The CMC ensures that meaningful consultation occurs prior to any decisions made that may impact the cost, quality, service or governance of the RCMP.

This structure has been replicated in British Columbia through the creation of a Local Government Contract Management Committee (LGCMC) comprised of elected officials, senior local government staff and the Assistant Deputy Minister, Policing and Security Branch, Ministry of Justice. The Assistant Deputy Minister co-chairs the LGCMC with a local government representative who is also British Columbia's associate member of the CMC nationally. The purpose of the LGCMC is to provide a forum for consultation, analysis and

communication between local government and the provincial government regarding the management of the agreements under which the RCMP provide local police services in British Columbia, to analyze and respond to changes that may be proposed by the federal government and/or the RCMP, and to recommend changes to the federal government and/or the RCMP that may be considered necessary or appropriate.

The new contracts are one of the important steps in creating greater transparency and accountability in policing and mark a higher standard of accountability to the provincial government and British Columbia communities than existed previously. The agreement provides for new management and oversight ability that allows the provincial government to take a more direct role in determining how police services are delivered in British Columbia.

Integration

In collaboration with the policing community, the provincial government has supported the creation of seamless, integrated, professional police services by promoting the integration and consolidation of services, where appropriate, and providing leadership in the centralization of services that are highly technical, capital intensive and specialized. Over the last decade or more, police leaders and the provincial government have recognized the need for a more integrated, targeted, "evidence-based" approach.

The benefits of targeted policing, integration and consolidation of police services include reducing duplication and overlap of police services throughout the province, particularly with respect to specialized services; ensuring a more focused, timely and coordinated response to major incidents; allowing agencies to better capitalize on economies of scale; facilitating the use of shared equipment and common technologies; streamlining and reducing overlap of administrative functions; and, ensuring maximum flexibility to investigate crimes that occur across the region.

Currently there are more than 1,100 federal, provincial and municipal officers working together in over 20 integrated teams in British Columbia. The provincial government contributes over $75 million toward integrated teams, municipalities contribute over $35 million and the federal government contributes over $19 million. In British Columbia, the three broad categories of integrated teams are:

- Federal Integrated Teams are funded primarily by the federal government and include, for example, the Integrated Market Enforcement Team (IMET) and Integrated Border Enforcement Team (IBET);
- Provincial Integrated Teams are funded primarily by the provincial government and include, for example, Combined Forces Special Enforcement Unit (CFSEU), Integrated Child Exploitation Team (ICE), Hate Crime Task Force, and Integrated Sexual Predator

Observation Team (ISPOT). These teams provide service to all jurisdictions in British Columbia; and,

- Regional Integrated Teams are formed to address concerns or provide services to specific regions of the province. For example, RCMP specialized policing units in the Lower Mainland have been consolidated and now operate under a regional service delivery model. An example is the Integrated Homicide Investigation Team (IHIT) which was created in 2003 to integrate homicide investigations in Lower Mainland municipalities. Other teams include the RCMP Emergency Response Team (ERT), Forensic Identification Services, Police Dogs Service and Integrated Collision Analyst Reconstructionists. The costs of these Lower Mainland teams are shared between the participating jurisdictions according to a funding formula.

In addition to integrated teams, Policing and Security Branch supported the integration of RCMP detachments and command structures around the province.[1] Many of these integrated detachments deliver specialized services on a regional basis.

BC Provincial Policing Standards

On behalf of and subject to the direction of the minister, the director of police services has a legislated responsibility under Part 8 of the *Police Act* to superintend policing and law enforcement functions in British Columbia. One of the director's specific functions is to inspect and report on the quality and standard of policing and law enforcement services delivery.[2]

Recently, the director's responsibilities with respect to policing standards were enhanced. Amendments to the *Police Act* were brought into force in January 2012 which establish the authority of the director of police services to set binding provincial policing standards for all police agencies in British Columbia. Initially, the scope of this authority included setting standards for police training, the use of force, and places of detention and equipment and supplies to be used in relation to policing and law enforcement. In May 2012 this was broadened to include setting standards related to cooperation between police agencies and the independent investigations office as well as cooperation and coordination among police agencies on complex investigations.

This new framework establishes a clear authority for the provincial government to set binding provincial policing standards that apply to all police agencies in the province, and can be easily amended to respond to changes in the policing environment.

---

[1] Examples include the integration of detachments in Vernon/North Okanagan (Vernon, Coldstream, Enderby, Armstrong, Spallumcheen, Lumby and Falkland); Boundary (Grand Forks and Midway) and the Upper Fraser Valley (Chilliwack, Agassiz, Boston Bar and Hope).

[2] *Police Act, R.S.B.C. 1996, c.367, s. 40 (1) (a)*

In addition to amending the *Police Act* to create the authority for the provincial policing standards, Policing and Security Branch initiated a process to develop the binding provincial policing standards recommended by Justice Braidwood. A stakeholder advisory committee was formed including both police and non-police representatives such as the British Columbia Civil Liberties Association and the Canadian Mental Health Association. This committee, the Braidwood Recommendations Implementation Committee (BRIC), proved to be a successful forum for consultation on the development of policing standards. This committee will be re-established as a standing Advisory Committee on Provincial Policing Standards and will continue to work to develop other provincial policing standards.

The standards developed to date can be found on the Police Services Division website at http://www.pssg.gov.bc.ca/policeservices/standards/index.htm.

Focus on domestic violence

Policing and Security Branch recognizes the importance of developing enhanced and systematic responses to cases of domestic violence and violence against women in relationships. The Branch worked in partnership with stakeholders on the provincial government's Domestic Violence Action Plan launched in January 2010 in response to recommendations from the British Columbia Coroner's inquest[3] into the 2007 deaths of six-year-old Christian Lee and his family members and the subsequent Representative for Children and Youth's report on the death of Christian Lee[4]. The focus of the action plan is enhancing and integrating the response to domestic violence by the justice system and child welfare partners to better serve all British Columbians.

The provincial government revised the *Violence Against Women in Relationships* (VAWIR) policy in December 2010. VAWIR is a single cross-agency domestic violence policy that sets out the role and responsibilities of each service provider including police, Crown counsel, victim services, corrections, and child protection workers. The updated policy also includes a new *Protocol for Highest Risk Cases* that establishes a provincial protocol for coordinating justice and child protection system partners and information sharing in domestic violence cases where there is elevated risk. The revised policy and new protocols provide greater integration, coordination and collaboration among service providers to better meet the needs of families, women and children in British Columbia.

[3] Ministry of Public Safety and Solicitor General. (2009). *Verdict at coroner's inquest: Findings and recommendations as a result of the inquest into the deaths of Kum Lea Chun, Moon Kyu Park, Christian Thomas Jin Young Lee, Yong Sun Park, and Hyun Joon Lee.* Victoria, BC: Ministry of Public Safety and Solicitor General.

[4] Representative for Children and Youth. (2009). *Honouring Christian Lee: No private matter: Protecting children living with domestic violence.* Victoria, BC: Representative for Children and Youth.

Minimizing the risk of violence, enhancing victim safety and ensuring appropriate offender management are priorities. In 2011, the Ministry of Justice distributed a model operational policing policy on domestic violence and we have encouraged all agencies to ensure their operational policy aligns with the model.

In addition to the work on VAWIR, Policing and Security Branch has made significant progress in enhancing the training provided to police officers dealing with domestic violence cases. Of note, the Domestic Violence Training Project consists of systematically built provincial training programs for all police in the province. The training promotes VAWIR and evidence-based and risk-focused domestic violence investigations, and it must be taken by all front-line officers and supervisors in the province:

- Course one: Evidence-based, Risk-focused Domestic Violence Investigations. Course one was launched in 2009 and has now been taken by over 8,500 officers across the province. The course is an ongoing part of RCMP cadet field coaching in British Columbia and Justice Institute of British Columbia (JIBC) police recruit training for the municipal police.

- Course two: Assessing Risk and Safely Planning in Domestic Violence Investigations will be launched in 2013.

The Representative for Children and Youth released a report into the deaths of Kaitlynne, Max and Cordon Schoenborn in March 2012[5]. The provincial government responded through the creation of a new Provincial Office of Domestic Violence (PODV) within the Ministry of Children and Family Development (MCFD). The PODV is coordinating the cross-government Action Plan with the Ministries of Justice, Children and Family Development, Health, Education and Social Development all providing input. Policing and Security Branch continues to work with PODV to enhance policing responses and police investigations into domestic violence.

Focus on police training

The Justice Institute of British Columbia Police Academy (JIBC PA) was established as a Provincial Institute through an Order-In-Council by the Attorney General and the Ministry of Education, Science and Technology in April 1978 to provide courses of instruction which are consistent with identified needs specifically for, but not limited to, police, corrections, courts and sheriffs.

[5] Representative for Children and Youth. (2012). *Honouring Kaitlynne, Max and Cordon: Make their voices heard now*. Victoria, BC: Representative for Children and Youth.

Policing and Security Branch recognizes that police performance and accountability is enhanced through the availability of high quality training opportunities. The provincial government provides a $1.95 million annual grant to the JIBC PA to deliver recruit and advanced training to municipal police departments. In addition to the tuition collected from recruits, this funding serves to support training for the new police recruits and further enhance the training of existing police officers. In-kind contributions in the form of instructors and use of facilities from police departments are an important aspect of the training experience at the JIBC PA. The provision of training for municipal police in British Columbia is seen as a partnership between the various stakeholder groups.

Police training in British Columbia is undergoing standardization and restructuring in order to be efficient, effective and accountable. In 2008, the Police Provincial Learning Strategy (PPLS) was created. The PPLS provides a framework to rebuild and streamline the training processes that currently exist. The principles of the PPLS are that police training must be:

- Defensible: the training development processes and the content itself is evidence-based and will stand up to legal scrutiny;
- Effective: the training provides results in required and measurable performance in the field; and
- Accessible: the training is available to all British Columbia police officers who need it, when they need it.

In recognition of the increased emphasis on police training as a means to enhance accountability and professionalism, an executive police stakeholder committee the Police Academy Chiefs Committee (PACC) was struck in 2011 to provide additional oversight and governance to the JIBC PA. Priority was given to resolving issues of funding and governance and developing a plan for enhancing curriculum development and course training standards. A Police Training Plan is submitted annually by the JIBC PA. The Police Training Plan sets out in detail all the programs to be provided throughout the year and a projected budget. The Police Training Plan incorporates provincial priorities and is approved by PACC and Policing and Security Branch.

A strengthened committee structure to guide implementation of the PPLS across British Columbia has been established. There is now a clearer governance structure for police training at the JIBC PA. In addition, there is improved communication between training bodies, increased reliability in training development, documentation practices, and the sharing of existing training resources.

Since 2009, Policing and Security Branch has overseen the development of a number of systematically built provincial training programs for all police in the province. These include courses such as the domestic violence training courses referenced above as well as others:

- Crisis intervention and De-escalation (CID) Training (developed in conjunction with British Columbia Provincial Policing Standard 3.2.2) is mandatory training on the communication skills that promote effective, non-violent interventions in a crisis situation. The training emphasizes respectful and compassionate interactions and techniques suitable for use in mental health crisis situations.

- British Columbia Conducted Energy Weapon (CEW) Operator Training (developed in conjunction with British Columbia Provincial Policing Standard 3.2.1) is mandatory training to ensure police CEW operators have access to the training they require to perform safely and effectively as CEW operators.

- Certified Use of Force Instructor Course (CUFIC) development is currently underway as a joint endeavor with the JIBC to create a provincially-approved course for certification of use of force instructors. This is a systematically built certification process that will become the provincial standard and guide training for all use of force instructors in this critical area.

Today, a renewed and strengthened relationship exists between the JIBC PA and the provincial government. Work in this area will continue over the next number of years.

Federal Provincial Territorial initiatives (FPT)

The Ministry of Justice has identified priorities for law reform that fall within federal jurisdiction. Policing and Security Branch works with its federal and provincial justice partners to push for these reforms and to promote effective, coordinated responses to crime in British Columbia and nationally. The ADM of Policing and Security Branch participates on the FPT Policing and Public Safety Steering Committee, and staff participate on related sub-committees and working groups including the Coordinating Committee of Senior Officials-Criminal (CCSO Crim)[6], the National Coordinating Committee on Organized Crime (NCC).[7]

Policing and Security Branch ensures its effective representation of British Columbia's needs and interests with respect to organized crime at the FPT level by chairing a Pacific Regional

[6] The Coordinating Committee of Senior Officials-Criminal (CCSO Crim) is a core group of senior justice officials that represent FPT jurisdictions across Canada and has responsibility for overseeing and supervising most FPT Working Groups that deal with criminal justice issues. Policing and Security Branch participates within a number of FPT CCSO Crim working groups including organized crime and cyber-crime to provide information, analysis, and recommendations on key issues.

[7] The NCC provides a link between FPT officials and representatives from the law enforcement community to share information about organized crime and the responses to organized crime, discuss strategic policy priorities, and promote effective coordination of strategies to combat organized crime in Canada. In carrying out its mandate, the NCC works with other organizations such as the Canadian Association of Chiefs of Police – Organized Crime Committee and the Canadian Integrated Response to Organized Crime (CIROC). The NCC reports to the FPT Policing and Public Safety Steering Committee.

Coordinating Committee on Organized Crime (PRCC). The PRCC, made up of representatives from the law enforcement community, also promotes coordination of anti-organized crime activities throughout the province.

Policing and Security Branch will continue to work with its federal, provincial and territorial counterparts on key policing and public safety issues, in consultation with local stakeholders.

PRIME-BC renewal

The provincial government and British Columbia's police agencies partnered to develop a shared police records management and computer-aided dispatch system connecting all municipal police and RCMP detachments. Since that time, PRIME-BC (*Police Records Information Management Environment for British Columbia*) has evolved into North America's only multi-jurisdictional police information system. Its three interlinking components (Computer Assisted Dispatch, Records Management System, and Mobile Work Stations) create a virtual, real-time connection from police communications centres to mobile units and patrol vehicles. Together, they provide police instant information on crimes, allowing them to operate in a structured information environment that creates efficiencies and improves analytics.

Now, a decade later, PRIME-BC is poised to move forward and embrace new technologies that extend beyond its original functionality. To support this necessary transformation, and to improve responsiveness and quality of service to police agencies, PRIME-BC will renew its organization and move into the next phase of its evolution. The process of renewal of PRIME-BC has the overall goal of ensuring the organization's efficiency and effectiveness going forward and the continued delivery of fiscally responsible communication and information services to British Columbia's police agencies.

Supplemental Document #4: Policing in British Columbia Today

Structure and funding

Policing in Canada is a shared responsibility between federal, provincial/territorial and municipal governments. Under the *Constitution Act, 1867,* the federal government has the exclusive authority to enact legislation regarding criminal law and procedure. In addition, the federal government is responsible for providing a federal police force to enforce federal statutes and to protect national security. The *Constitution Act, 1867*, delegates responsibility for the administration of justice, which includes policing, to provincial governments. Each province has legislation that sets out the terms by which police are governed. Provincial governments may delegate responsibility for policing within municipal boundaries to the municipality. Under the British Columbia *Police Act*, municipalities over 5,000 population are responsible for providing police services within their municipal boundaries. They may do so by either establishing a municipal police department or entering into an agreement to have municipal policing provided by another municipal police department or the provincial police force, which in British Columbia is the Royal Canadian Mounted Police (RCMP).

In British Columbia, policing is provided mainly by the RCMP (which provides federal, provincial and municipal policing), eleven municipal police departments and one First Nations Administered Police Service. There are also several agencies that provide supplemental or "designated" policing in the province; that is, they are mandated to provide policing in geographic areas already served by provincial or municipal police agencies but for a specific purpose. For example, in the Lower Mainland area of the province, the South Coast British Columbia Transit Authority Police Service (SCBCTAPS) is a designated police unit that provides policing on and around the transit system which is supplemental to the jurisdictional police. Similarly, the Canadian National and Canadian Pacific railway police forces provide specialized law enforcement within the province. There are also enhanced police services at the Vancouver International Airport and enhanced First Nations police services.

In addition, there are a number of integrated police units and structures operating throughout the province. These provide specialized police services through multi-agency collaboration leveraging the cumulative strength of those agencies though enhanced information-sharing and consolidation of efforts. A variety of funding and governance structures are in place.

In Canada, local levels of government contribute the most funding to policing. In British Columbia, based on 2011 spending, 59% of expenditures were borne by municipal governments; the remainder was split between the provincial and federal governments[1]. Ultimately, property tax payers fund the bulk of policing costs.

RCMP federal force

The Royal Canadian Mounted Police (RCMP) is Canada's national police force. Established under the *Royal Canadian Mounted Police Act* (the "*RCMP Act*"), the RCMP is unique in that it serves as a federal, provincial and municipal police service. The RCMP falls within the portfolio of the Minister of Public Safety Canada and operates under the direction of the RCMP Commissioner. As the federal police force, the RCMP enforces federal statutes across the province and is responsible for border integrity, national security, drugs and organized crime, financial crime and international policing.

In 2011, the authorized strength of the federal force in British Columbia was 1,035, including 160 protective policing positions. The federal government pays 100% of the cost of the federal force.

RCMP provincial force

In March 2012, the provincial government renewed its 20-year *Provincial Police Service Agreement* (PPSA) with the Government of Canada to contract the RCMP as British Columbia's provincial police force. Under the terms of the PPSA, rural or unincorporated areas of British Columbia are policed by the RCMP provincial force, with the provincial government paying 70% of the cost-base described in the agreements and the federal government paying the remaining 30% in recognition of the benefits gained from the RCMP acting as the provincial force. These benefits include facilitating the flow of intelligence between all levels of policing, having RCMP members available for redeployment for emergencies or large events, and sharing the costs and use of common police and administration services.

The RCMP provincial force can be broken into two main categories: detachment policing and the provincial force infrastructure. Detachment policing provides local police services to municipalities under 5,000 population and unincorporated (rural) areas throughout the province by means of uniformed patrols, response-to-call duties, investigative services, community-based policing, traffic enforcement, and administrative support to provincial detachments.

A portion of the provincial cost is recovered through the Police Tax. In 2007, property owners in municipalities under 5,000 population and unincorporated (rural) areas began to pay the Police

[1] Police Services Division. (2013, January 23). *Personal communication.* Police Services Division, Policing and Security Branch, Ministry of Justice.

Tax which covers a portion (less than 50%) of the general duty and general investigative police services provided by the RCMP provincial force.

The provincial force infrastructure includes capital-intensive services such as marine and air capabilities, and provincial Operational Communications Centres which provide emergency communication (e.g., 9-1-1, Dispatch) services to all provincial and municipal police units outside of the Lower Mainland. The provincial force also provides the capacity and expertise to resolve high risk incidents; target organized crime, gang violence, and serial crimes; as well as to provide security and policing services for large scale community events and emergencies. The provincial force provides services to the entire province including areas policed by municipal police departments and designated police units such as the SCBCTAPS.

In 2011, the provincial force authorized strength was 2,306, including 763 members providing general duty and general investigative services at provincial detachments.

Municipal policing

Under the British Columbia *Police Act* a municipality must assume responsibility for its police services when, as a result of a Canada Census, its population reaches 5,000 persons. These municipalities may form their own municipal police department, contract with an existing municipal police department, or contract with the provincial government for RCMP municipal police services.

In 2011, there were 72 municipalities in British Columbia responsible for providing police services within their municipal boundaries. Twelve municipalities were policed by municipal police departments and 60 were policed by the RCMP.

Municipal police departments

Currently, twelve municipalities in the province are policed by eleven municipal police departments. The municipal police departments are:

- Vancouver Police Department,
- Victoria Police Department (which polices the City of Victoria and the Township of Esquimalt),
- Saanich Police,
- Central Saanich Police Service,
- Oak Bay Police Department,
- Delta Police Department,
- Abbotsford Police Department,
- New Westminster Police Department,
- West Vancouver Police Department,
- Nelson Police Department, and

- Port Moody Police Department.

Municipal police departments are governed by the municipality's civilian police board. The role of the police board is to provide general direction and to, in consultation with the Chief Constable, set the priorities, goals and objectives of the municipal police department, in accordance with relevant legislation and in response to community needs. Each police board is chaired ex-officio by the municipality's mayor, and consists of one person appointed by the municipal council and up to five people appointed by the provincial government. Municipal police departments are responsible for 100% of their policing costs.

In 2011, the authorized strength of the municipal police departments was 2,421 officers, including adjustments to account for the departments' participation in the Lower Mainland Regional Integrated Teams.

RCMP municipal forces

The *Municipal Police Service Agreement* (MPSA) is signed by the provincial and federal governments. This agreement allows the provincial government to sub-contract the RCMP to municipalities with populations over 5,000 for police services. To contract RCMP municipal services, a municipality must sign a *Municipal Police Unit Agreement* (MPUA) with the provincial government. In 2011, there were 60 municipalities in British Columbia that contracted with the provincial government for RCMP municipal police services.

The terms of the MPSA and the MPUA require that municipalities between 5,000 and 15,000 population pay 70% of the RCMP cost-base; municipalities over 15,000 population pay 90%. The remaining 30% and 10%, respectively, are paid by the federal government. Municipalities are responsible for 100% of certain costs, such as accommodation (i.e., the detachment) and support staff.

In addition to standalone detachments serving individual municipalities, the RCMP operates regional and integrated detachments in many areas of the province. An integrated detachment is comprised of two or more provincial and/or municipal police units working out of the same detachment building.[2] In integrated detachments, RCMP members from each policing unit report to one commanding officer and usually provide police services to the combined provincial and municipal policing areas.

The regional detachment structure adds another layer to integration. Regional detachments offer a central point of management, coordination and comptrollership for multiple integrated or

[2] For example, the Ridge Meadows Detachment houses three policing units: two municipal (Maple Ridge District and Pitt Meadows City) and one provincial (Ridge Meadows provincial).

stand-alone detachments in the area.[3] These types of arrangements allow for specialized and/or administrative police services to be delivered regionally.

In 2011, the authorized strength of the RCMP municipal forces was 3,426 members, including adjustments to account for the municipalities' participation in the Lower Mainland Regional Integrated Teams.

First Nations policing

The First Nations Policing Policy, announced in June of 1991 by the federal government, gives First Nations communities the opportunity to participate with provincial and federal governments in the development of dedicated policing delivered by the RCMP to serve their communities. The First Nations Policing Policy is intended to give First Nations communities greater control over the delivery and management of policing services within their communities.

First Nations Community Policing Services (FNCPS)

On April 1, 2006, a Framework Agreement between Canada and the provincial government for RCMP-FNCPS in the Province of British Columbia was signed. In 2012, the FNCPS had an authorized strength of 108.5 RCMP officers who provided dedicated police services to 131 First Nations communities in British Columbia through 53 Community Tripartite Agreements (CTAs). Each FNCPS unit is established under a tripartite agreement between the provincial government, the federal government and the participating Band(s). The provincial share of funding the FNCPS is 48% and the federal share is 52%.

While the current Framework Agreement has been subject to an automatic extension clause since it expired on March 31, 2011, Canada has recently served notice that the agreement will be terminated on March 31, 2014. The provincial government is waiting for further direction from Canada on the future of this program in terms of supporting the current policy, funding levels or financial cost sharing.

Integrated First Nations police units

In 2007, a policing agreement was signed by the Province of British Columbia, the District of West Vancouver, and the Squamish and Tsleil-Waututh First Nations to create an Integrated First Nations policing unit comprised of RCMP and West Vancouver Police Department members. This policing arrangement covers reserve lands located in North Vancouver, West Vancouver and the Squamish Valley.

[3] For example, the Kelowna Regional Detachment is located in the City of Kelowna and the Kelowna municipal unit is the only policing unit that works out of that building. However, the West Kelowna Integrated Detachment (consisting of the West Kelowna municipal unit and the Kelowna provincial unit) and the Lake Country Detachment (Lake Country municipal unit) fall under the umbrella of the Kelowna Regional Detachment.

In this same year, a policing agreement was signed by Canada, the Province of British Columbia, the Corporation of Delta and the Tsawwassen First Nation to deliver enhanced policing to the Tsawwassen First Nation by the Delta Police Department. The funding of this agreement is shared by the provincial and federal governments, 48% and 52% respectively. There is currently one member providing enhanced policing under this agreement.

First Nations Administered Police Services (FNAPS)

There is one First Nations Administered Police Service (FNAPS) in British Columbia: Stl'atl'imx Tribal Police Service. This police service is a designated policing unit, with governance provided by a police board whose members are selected from the communities served. Police officers recruited by the police board are either experienced officers or graduates from the Police Academy of the Justice Institute of British Columbia. All officers are appointed under the *Police Act*. In 2011, the Stl'atl'imx Tribal Police Service had an authorized strength of eight police officers.

Accountability mechanisms

Discussions around police accountability are often interspersed with terms such as 'oversight' and 'governance', as well as 'civilian oversight' or 'civilian governance'. Within the context of the Plan, the term 'accountability mechanisms' is the umbrella term for those systems, authorities or procedures that hold the police to account to citizens or government in some way. As noted by Commissioner Oppal in his summary of discussions regarding accountability in the Missing Women Commission of Inquiry Report (hereafter *MWCI REPORT*):

> *Accountability must encompass more than receiving and investigating complaints of police misconduct. It requires a structure to administer the police: an independent authority for control, oversight, allocation of resources (including financial audits) and resolution of complaints, and a community board to set out the priorities of police.*[4]

The issue of how best to achieve effective police accountability is one that has been examined and discussed extensively by British Columbians – in particular, over the past decade – resulting in an evolution of accountability mechanisms and systems in the province.

The current civilian oversight regime in British Columbia is described below, followed by a discussion of governance mechanisms at the municipal and provincial level.

[4] Oppal, W. T. (2012). *Forsaken: The report of the Missing Women Commission of Inquiry* (Executive Summary, pp. 156-157). Victoria, BC: Missing Women Commission of Inquiry.

Civilian oversight

The Independent Investigations Office

Since September 2012, the Independent Investigations Office (IIO) has conducted criminal investigations into police-related incidents that result in death or serious harm to members of the public. Prior to the IIO's establishment, police forces were calling upon other police forces to conduct such investigations, so that members of a police force would not be investigating members of the same force. The IIO conducts criminal investigations into police-related incidents that result in death or serious harm to members of the public. The civilian-led IIO's mandate is to conduct investigations with respect to any on or off duty police officer in British Columbia, whether that officer is a municipal officer, a member of the RCMP, a Tribal Police member, a Transit Police officer, an auxiliary member or a Special Provincial Constable.

Police agencies are required under the *Police Act* to contact the IIO when an incident occurs that may fall within the IIO's mandate. If the IIO finds the case is within its jurisdiction, it will investigate and determine whether the police officer(s) involved were within their legal authorities. The Chief Civilian Director will then either make a report to Crown counsel indicating that an offence may have occurred, or will determine that an offence did not occur and will release a public report on the investigation and the IIO's findings. The IIO operates under the Ministry of Justice.

The Office of the Police Complaint Commissioner

Under the *Police Act*, the Office of the Police Complaint Commissioner (OPCC) is responsible for overseeing the handling complaints against officers employed by municipal police departments and designated policing units such as the SCBCTAPS and the Stl'atl'imx Tribal Police Service, with respect to professional standards and code of conduct matters.

Members of the public may file complaints directly with the OPCC. A complaint may be resolved by informal means, mediation, or through investigation. The police conduct the investigations into public complaints, while the police complaint commissioner oversees those investigations. After the completion of an investigation, disciplinary or corrective measures may be imposed, which can range from the member receiving advice to dismissal. The police complaint commissioner may review the result of the proceeding and, if the result is deemed incorrect, may order a review on the record or a public hearing.

As the police complaint commissioner is an independent Officer of the Legislature, the OPCC operates independent of police and government. The OPCC reports directly to the British Columbia legislative assembly.

Commission for Public Complaints against the RCMP

The Commission for Public Complaints (CPC) against the RCMP is an independent agency created by Parliament to provide civilian oversight of RCMP members' conduct while on duty. The CPC reports to the Minister of Public Safety Canada. The *RCMP Act* sets out the procedures for complaints against members of the RCMP.

Members of the public may file complaints directly with the CPC. The CPC is mandated to receive complaints about the conduct of RCMP members, conduct reviews when complainants are not satisfied with the RCMP's handling of their complaints, hold hearings or carry out investigations on complaints, and report findings and make recommendations to the Commissioner of the RCMP and the Minister of Public Safety Canada, with the objective of correcting and preventing recurring policing problems[5].

In February 2010, the RCMP announced a new *External Investigation or Review Policy*. The policy requires the RCMP to refer investigations of serious injury or death of an individual involving the RCMP to a provincially or federally established investigative body to conduct the investigation, where one exists. Consistent with this policy, the IIO in British Columbia now conducts criminal investigations into incidents involving the RCMP that result in serious harm or death.

In June 2012, the federal government brought Bill C-42, the *Enhancing Royal Canadian Mounted Police Accountability Act*, before Parliament for consideration. The bill states that where the actions of a member of the RCMP lead to the death of a person or to serious injury, an organization other than the RCMP must investigate.

The proposed *Enhancing Royal Canadian Mounted Police Accountability Act* will also create a new Civilian Review and Complaints Commission (CRCC) to replace the existing CPC. The CRCC will have the same powers of the former commission, along with enhanced investigative powers and increased access to information in the possession or under the control of the RCMP, and the ability to summon witnesses, compel the production of documents, and conduct joint investigations with other complaint bodies. The CRCC will be able to assess whether the RCMP is carrying out its activities in accordance with the *RCMP Act* and its policies, procedures and guidelines, and assess the adequacy, appropriateness, sufficiency or clarity of any policy, procedure or guideline related to the operation of the Force.

Members of the RCMP will not be eligible to be appointed as members of the Commission. Other proposed changes to the Act are intended to modernize the RCMP's discipline, grievance and human resource management framework.

Governance

[5] Commission for Public Complaints against the RCMP. (2012). *Jurisdiction of the CPC*. Retrieved from the Commission for Public Complaints against the RCMP's website, http://www.cpc-cpp.gc.ca/cnt/wwa/juris-compet-eng.aspx.

Police boards

In British Columbia, a primary civilian governance mechanism for municipal and designated police forces is the police board. Police boards are currently in place for the eleven municipal police departments, the Stl'atl'imx Tribal Police Service, and the South Coast British Columbia Transportation Authority Police Service. The authority of a police board derives from the *Police Act*. Under the Act, police boards have four main functions: they are the employer of all sworn and civilian members; they have primary financial oversight for the department; they establish priorities that set the direction for the department; and they have authority to investigate policy and service complaints.

Entities applying to establish a designated police unit must include in their application a description of the proposed governance board and membership. Appointments are made by the provincial government, in consultation with the entity.

Local Police Committees, the Provincial Police Service Agreement and Municipal Police Unit Agreements

Municipalities over 5,000 that receive municipal policing from the RCMP do not have municipal police boards. However, there are other mechanisms for civilian governance. Under s. 31-33 of the *Police Act*, local police committees may be formed to promote positive police-community relationships and to identify issues concerning the adequacy of policing. While these sections of the *Police Act* have not been used to create a formal police committee, other advisory committees and community consultative groups are in place in some communities policed by the RCMP. The primary governance mechanisms for policing services provided by the RCMP are the Provincial Police Service Agreement, the Municipal Police Service Agreement and individual Municipal Police Unit Agreements.

Provincial government

British Columbia's *Police Act* sets out the specific policing obligations for which the provincial government is responsible. Section 2 of the *Police Act* states that, "The minister must ensure that an adequate and effective level of policing and law enforcement is maintained throughout British Columbia." Section 39 of the Act states that the minister must designate a person employed in the ministry as the director of police services. The director acts on behalf of the minister and is subject to the direction of the minister. Section 39 further states that the director is responsible for superintending policing and law enforcement functions in British Columbia.

Currently in British Columbia the director of police services is the Assistant Deputy Minister, Policing and Security Branch (PSB), Ministry of Justice. Section 39 of the Act allows the director to employ persons necessary to carry out the business of the director's office. Thus, the Policing and Security Branch carries out the responsibility of the director to superintend policing and law enforcement functions and, ultimately, the minister's Section 2 obligation under the *Police Act*.

Powers and responsibilities of the minister

The *Police Act* outlines the powers and responsibilities of the minster. They are broad and varied, in order to allow the minister to meet the obligation of ensuring that an adequate and effective level of policing and law enforcement is maintained. The Act sets out the circumstances under which the provincial government must provide policing and law enforcement services, and those under which municipalities must be responsible for their services. Even though a municipality may be responsible for its police services, the Act gives the power to the minister to provide or reorganize the policing and law enforcement of a municipality, if the minister considers it necessary or desirable.

If a municipality is not fulfilling its obligation to provide adequate policing the minister may take steps to ensure that adequate policing occurs, including appointing persons as constables to police the municipality or using the provincial police force. Similarly, if the minister receives notification that a policing or law enforcement unit is not complying with the Act, the minister may provide policing or law enforcement in place of the designated unit's officers.

Under the agreement for the RCMP to provide a provincial police service, the minister sets the objectives, priorities, and goals of the provincial police service. As a result, the *Police Act* provides that the commissioner of the provincial police force is under the minister's direction to implement these objectives, priorities and goals.

Powers and responsibilities of the director of police services

The director is responsible for superintending policing and law enforcement functions in British Columbia. The Act outlines these functions and specifies ways in which these functions must be carried out.

Oversight and advisory functions

Many of the director's functions are of an oversight nature. For example, if the director considers that a municipality is not fulfilling its responsibility to provide adequate policing then the director must direct the municipality to correct the failure to comply with the *Police Act*. Another role and responsibility of the director is to support the minister in meeting his or her obligations and to act in an advisory role. The director is to consult with and provide information and advice to the minister, chief civilian director, chief constables, chief officers, boards and committees, on matters related to policing and law enforcement. The Act specifies that the director must, on the request of the minister, study, investigate and prepare reports on matters concerning policing, law enforcement and crime prevention. The director may also do so on the director's own initiative or on request of a council or board.

Standards and evaluation functions

A significant director's function is that of establishing standards and evaluating compliance with such standards. The director's powers to set standards were enhanced when amendments to the

Police Act gave the director the power to set binding provincial policing standards for all police agencies in British Columbia. The director may inspect the records, operations and systems of administration of any policing or law enforcement operation. The director's functions include reporting on the inspections and maintaining a system of statistical records required to carry out inspections, evaluations and research studies.

The role of the Policing and Security Branch

The Policing and Security Branch (PSB) has a wide range of responsibilities related to policing, security and public safety. The Branch has two divisions: Police Services Division and Security Programs Division.

Police Services Division assists the director of police services to superintend policing and law enforcement in British Columbia. Responsibilities include: monitoring provincial and municipal RCMP policing agreements; establishing provincial policing standards and monitoring compliance; administering programs such as First Nations policing agreements and enhanced road safety initiatives; providing training and support to police governance boards; developing policing policy and legislation; providing leadership with respect to policing services delivery and technology; managing non-police law enforcement appointments and activity (e.g., special provincial constables); and reporting on provincial crime and police data.

Security Programs Division is responsible for regulating the private security industry and administering programs to protect children and vulnerable adults. These include maintaining records of protection orders, and screening persons who work with children and vulnerable adults in provincially funded or regulated occupations. Security Programs Division is also responsible for regulating metal dealers and recyclers, and the sale of body armour and armoured vehicles.

Recommendations 9.1 and 9.2 (Regional Policing)

MWCI Recommendations 9.1: That Provincial Government commit to establishing a Greater Vancouver police force through a consultative process with all stakeholders.

MWCI Recommendation 9.2: That Provincial Government establish an independent expert committee to develop a proposed model and implementation plan for a Greater Vancouver police force.

OAG final conclusion: The provincial government cannot demonstrate that its actions respond to the intent of the recommendation (for both 9.1 and 9.2).

OAG issue(s): The government's engagement efforts to date have not focused on the development of a proposed model and implementation plan for a Greater Vancouver police force. Commissioner Oppal stated that neither a study on the feasibility of regional policing, nor the integration of some policing functions, is sufficient.

General Speaking Points

- Modernization of policing is a province-wide issue, not a regional one. The MWCI recommendations were considered within the context of the entire province, and not single region.
- It was determined that certain aspects of policing could benefit from regionalization, and other aspects may not.
- Amendments were made to the *Police Act* to allow for regulations to be passed requiring specialized policing within specific geographic areas.
- This approach is more flexible and would allow for specific policing services to be regionalized within the Greater Vancouver area, if required.
- The Expert Committee on Police Structure and Funding (ECPSF) was established as part of a multi-year consultative project to address the MWCI recommendations, and related issues.
- Membership in ECPSF includes representation from 18 groups, including local governments, the BC Police Association, First Nations, UBCM, and other relevant ministries. The mandate of the ECPSF is to:
    - define and clarify policing responsibilities at the federal, provincial and municipal levels

  - consider models of service delivery ranging from further integration to the regional delivery of services, while retaining local community-focused policing
  - develop options for funding/ financing models that reflect each level of government's policing responsibility and distribute costs accordingly
- Work continues. The results of the project may yet lead to the establishment of a regional police force, or greater regional police service integration.

Why hasn't this recommendation been completed?

- The provincial government has put in place a legislative framework to address the recommendations on a province wide basis and on specific specialized policing services, rather than focusing only on Greater Vancouver. Stakeholders are being consulted widely.
- s.13

What steps have been taken?

- Amendments to the *Police* Act which clarify the government's authority to create, sustain and expand policing teams, and other specific, specialized policing services that may delivered on a regional or provincial basis.
- A multi-year consultative project has been created to examine the issues with the support of the Expert Committee on Police Structure and Funding.
- The Expert Committee has held several sessions to examine research about different service delivery models across Canada, and assess~~ed~~ how police services should be delivered, funded and governed, and which level of government should be responsible for their delivery.

******

What the OAG report said (high level) regarding 9.1 and 9.2:

In 2014, the provincial government started a multi- year project to examine how policing is structured and funded in B.C. To support this initiative, it established an expert committee

made up of stakeholder groups (e.g., Union of B.C. Municipalities, B.C. Police Association, RCMP). The provincial government told us that the results of this project may lead to the establishment of a regional police force, or greater regional police service integration.

In March 2015, the Legislative Assembly passed amendments to section 4 of the Police Act to clarify government's authority to sustain and expand policing teams and other specialized policing services.

What the OAG report said (detailed): 9.1

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to work in collaboration and consultation with local governments, other key stakeholders and a committee of external experts to:

- define and clarify policing responsibilities at the federal, provincial and municipal levels
- consider models of service delivery ranging from further integration to the regional delivery of services, while retaining local community-focused policing
- develop options for funding/ financing models that reflect each level of government's policing responsibility and distribute costs accordingly

2. What actions did the provincial government take in response to the recommendation?

In March 2015, the Legislative Assembly passed amendments to Section 4 of the *Police Act* to clarify government's authority to sustain and expand policing teams and other specific, specialized policing services. The provincial government is undertaking a multi-year project with the support of an expert committee of key stakeholders, to examine how policing is structured and funded. It told us that the results of this project may lead to the establishment of a regional police force, or greater regional police service integration.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government cannot demonstrate that its actions respond to the intent of the recommendation. Commissioner Oppal stated that neither a study on the feasibility of regional policing, nor the integration of some policing functions, is sufficient. There are mixed views from community groups, service providers and police officers on whether a regional police force is still necessary.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government will continue to work on its multi-year project to examine how policing is structured and funded.

What the OAG report said (detailed): 9.2

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to work in collaboration and consultation with local governments, other key stakeholders and a committee of external experts to:

- define and clarify policing responsibilities at the federal, provincial and municipal levels
- consider models of service delivery ranging from further integration to the regional delivery of services while retaining local community-focused policing
- develop options for funding/financing models that reflect each level of government's policing responsibility and distribute costs accordingly

2. What actions did the provincial government take in response to the recommendation?

In 2014, the provincial government established an Expert Committee on Police Structure and Funding with representation from 18 different groups, including local governments, the B.C. Police Association, First Nations, the Union of B.C. Municipalities, the RCMP and various ministries. The expert committee met several times in 2014 and provided feedback on how police services should be delivered, funded and governed, and which level of government should be responsible for service delivery.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government cannot demonstrate that its actions respond to the intent of the recommendation. Its engagement efforts to date have not focused on the development of a proposed model and implementation plan for a Greater Vancouver police force. *Forsaken* is clear that other steps towards regionalization, such as a study on the feasibility of regional policing or the integration of some policing functions, are insufficient.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government does not have any future planned actions in response to this recommendation.



December 2016

FOLLOW-UP ON THE MISSING WOMEN COMMISSION OF INQUIRY

www.bcauditor.com

OFFICE OF THE
Auditor General
of British Columbia

CONTENTS

Auditor General's comments	**3**
Report highlights	**6**
Summary	**7**
Recommendation	**11**
Response from the Ministries of Justice, Public Safety and Solicitor General, and Transportation and Infrastructure	**12**
Background	**15**
Purpose of our examination	**19**
Scope of our examination	**20**
Results of recommendations by theme	**22**
Our overarching observations and recommendation	**37**
Appendix A: All MWCI recommendations	**40**
Appendix B: Findings by MWCI recommendation	**47**
Appendix C: Who we engaged	**81**
Appendix D: The women	**82**

623 Fort Street
Victoria, British Columbia
Canada V8W 1G1
P: 250.419.6100
F: 250.387.1230
www.bcauditor.com

The Honourable Linda Reid
Speaker of the Legislative Assembly
Province of British Columbia
Parliament Building
Victoria, British Columbia
V8V 1X4

Dear Madame Speaker:

I have the honour to transmit to the Speaker of the Legislative Assembly of British Columbia the report *Follow-up on the Missing Women Commission of Inquiry.*

We conducted this examination under the authority of section 13 of the *Auditor General Act.*



Carol Bellringer, FCPA, FCA
Auditor General
Victoria, B.C.
December 2016

AUDITOR GENERAL'S COMMENTS



CAROL BELLRINGER, FCPA, FCA
Auditor General

IN 2012, THE Missing Women Commission of Inquiry (MWCI) issued its final report, *Forsaken*, making 63 recommendations, plus two urgent measures to increase the safety and save lives of vulnerable women and girls in British Columbia.

Since then, the provincial government has been working to implement the MWCI's recommendations. However, in 2014, it stopped reporting publicly on its progress.

Because so many families and communities are impacted by these tragedies and their legacy, we feel it's important that government once again share its progress with stakeholders and the public. The MWCI's recommendations are still relevant, particularly with a national inquiry into missing and murdered Indigenous women and girls underway.

We verified government's progress on 21 of the MWCI's recommendations, as well as both urgent measures. We looked at the extent to which government could demonstrate it had addressed the intent of each recommendation. Based on this, we found that:

- government has responded to the intent of eight recommendations
- government has partially responded to the intent of four recommendations, and both urgent measures
- government has not responded to the intent of five recommendations
- government was not far enough along with four recommendations for us to determine whether its approach will address their intent

Government has achieved significant results in some areas. For example, government has established a compensation fund for the children of the missing women, the *Missing Persons Act* was established and came into

AUDITOR GENERAL'S COMMENTS

effect in 2015, and government is providing ongoing funding to WISH, an organization that provides services to women involved in sex work.

Other actions, like improving access to transportation along Highway 16 and developing provincial bias-free policing standards are currently underway.

Yet, some important measures are still outstanding. The provincial government has not developed a protocol to help women involved in sex work, who have an outstanding warrant, feel more comfortable reporting violence to the authorities, or enhanced ongoing support for the family members of those currently missing, and those who are looking to heal as a result of the loss of a family member.

During our work, we identified four challenges that impacted the provincial government's progress in addressing the recommendations that we reviewed: funding, stakeholder engagement, reporting, and the lack of a champion to drive change.

For example, government did not engage with stakeholders or involve them as much as we would have expected. However, we acknowledge that there is a large and diverse group of people and communities impacted by these disappearances. We were encouraged to see that stakeholder engagement improved as we carried out our work.

We hope that this report will provide some clarity on what the provincial government has done to increase the safety and save lives of vulnerable women and girls.

We made one recommendation to government: that it report publicly each year on how its actions are meeting the intent of the MWCI's recommendations. There is still significant work to be done, and regular public reporting will set the foundation for meaningful engagement and

AUDITOR GENERAL'S COMMENTS

collaboration between the provincial government and stakeholders going forward.

We would like to extend our deepest sympathies to those who have lost a loved one as part of these tragedies, as well as to those who have survived related traumas.

To everyone involved in this project, thank you for being so generous with your time.



Carol Bellringer, FCPA, FCA
Auditor General
Victoria, B.C.
December 2016

REPORT HIGHLIGHTS

2012
Missing Women Commission of Inquiry released ***Forsaken*** report

2014
government **stopped reporting** its progress

1. We have
2. **RECOMMENDATION:**
3. that government report publicly each year on its progress
4.

WE VERIFIED PROVINCIAL GOVERNMENT'S PROGRESS ON
21 OF 63
RECOMMENDATIONS
+2
URGENT MEASURES

Challenges in 4 areas impacted government's progress:

FUNDING	**REPORTING**
STAKEHOLDER ENGAGEMENT	**LACK OF CHAMPION TO DRIVE PROGRESS**

SIGNIFICANT ACHIEVEMENTS:
$4M for transportation along Hwy 16
$4.9M for compensation fund

MORE WORK NEEDED TO SUPPORT FAMILIES OF VICTIMS AND MISSING PERSONS

Intent of **8** recommendations met, **6** partially met, **5** not met, **4** TBD

SUMMARY

In the 1990s and early 2000s alone, almost 50 women disappeared from the Downtown Eastside (DTES) of Vancouver, a community known for its resilience and acceptance, but also for its residents' challenges with mental health issues, addiction, poverty and homelessness. For years, family, friends and members of the DTES community called for a full public inquiry into why the police and Crown failed to adequately investigate these disappearances and address the ongoing threat to vulnerable women.

On September 28, 2010, the Government of British Columbia (the provincial government) called the Missing Women Commission of Inquiry (MWCI) and appointed Wally Oppal, Q.C., as the Commissioner. The MWCI was mandated to make findings of fact on police investigations into 67 women who disappeared from the DTES, and the decision to stay proceedings (discontinue prosecution) on the 1998 attempted murder charges against Robert Pickton. It could also recommend changes to investigations into missing women, suspected multiple homicides, and homicides that involve multiple investigating organizations.

The MWCI issued its report, *Forsaken*, in December 2012. The report made 63 recommendations and identified two urgent measures. Fifty-four of the recommendations and both urgent measures were directed at the provincial government. The provincial government grouped them into four categories: compensation, healing and legacy; improvements to policing; safety for vulnerable women; and, supports in missing persons investigations.

> *"The murder and disappearance of so many women is horrific; it is incomprehensible because of the immensity of the tragedy, and it is appalling because of the vulnerability of the victims."* ~ *Forsaken*, Volume 1

> *"The pattern of predatory violence was clear and should have been met with a swift and severe response by accountable and professional institutions, but it was not."* ~ *Forsaken*, Volume 1

OUR EXAMINATION AND FINDINGS

The purpose of our examination was to report on how the provincial government has responded to 21 recommendations and both urgent measures made by the MWCI (selected based on highest risk, significance, and likelihood of driving positive change for vulnerable women). We verified the provincial government's response to each, and determined whether it was able to demonstrate that its actions met the intent of the recommendation/urgent measure as laid out in *Forsaken*.

SUMMARY

Compensation, healing and legacy

We looked at four of the MWCI's recommendations to support compensation, healing and legacy. The provincial government addressed the intent of one by establishing a $4.9 million compensation fund for the 98 surviving, biological children of the missing and murdered women identified in *Forsaken*. Each child is eligible for a payment of $50,000 and the vast majority (90/98) have already received compensation (MWCI 3.2).

The provincial government demonstrated that it has partially addressed the intent of the other three. It has taken steps to improve healing supports for the families of the missing and murdered women, but did not establish a healing fund as recommended (MWCI 3.3). The provincial government appointed the Honourable Steven Point to champion the MWCI recommendations and chair an advisory committee on the safety and security of women, but he resigned after 5.5 months, before he could fulfill the responsibilities of the champion role and establish the advisory committee (MWCI 12.1, 12.2).

Improvements to policing

Making findings of fact and recommendations with respect to policing was a significant part of the MWCI's mandate. We followed up on ten recommendations in this category. The provincial government's actions fully respond to the intent of three recommendations. It implemented new Missing Persons Standards which include the components recommended by the MWCI (MWCI 7.2, 7.3) and provided the Vancouver Police Department with funding to evaluate SisterWatch (an initiative to eradicate violence against women in the DTES by connecting police and the DTES community) (MWCI 5.1). The provincial government has taken steps to address three recommendations related to bias free policing (MWCI 4.1, 4.2, 4.12), but work is still in progress. It has taken limited or no action on the other four recommendations in this category (MWCI 5.6, 5.11, 9.1, 9.2).

Safety for vulnerable women

We followed up on four of the MWCI's recommendations and both urgent measures for the provincial government to address the vulnerability of the 67 women who went missing from the DTES and for it to rebuild an environment of safety and security. The provincial government has taken action on both urgent measures. It provided WISH (a non-profit service provider for women currently or formerly engaged in sex work) with an additional $750,000 in annual funding to expand its drop-in centre hours to 18 hours per day, but this falls short of the recommended 24 hours (MWCI urgent measure #1). The provincial government is implementing its Highway 16 Five-Point Transportation Action Plan which includes providing $4 million to expand transit services and community transportation options, and make highway infrastructure safety improvements, such as the installation of webcams and transit shelters (MWCI urgent measure #2).

SUMMARY

Three of the four recommendations in this category are for changes to the Crown Counsel Policy Manual. The provincial government implemented a new Vulnerable Victims and Witnesses – Adult Policy which met the intent of two of the recommendations (MWCI 4.3, 4.4). It did not implement the third because it determined that the principle of impartiality was already applied by Crown Counsel (MWCI 4.5). Action on the fourth recommendation is still in progress. The provincial government is waiting to hear whether police forces have assigned additional resources to carry out the duties of sex trade liaison officers (MWCI 5.4).

Supports in missing persons investigations

We looked at three of the MWCI's recommendations to improve supports in missing persons investigations, including report taking and follow up, which the MWCI found to be inadequate.

The provincial government addressed the intent of two of the recommendations we looked at. It passed the *Missing Persons Act,* which sets out the provisions for accessing records that will help find missing persons (MWCI 8.1). It also implemented a Real Time Intelligence Centre (RTIC-BC) to ensure inter-agency information can be shared more readily (MWCI 10.3). The provincial government has taken steps to make its approach to supporting the families of missing persons more comprehensive, but has not completed the recommended needs assessment (MWCI 7.9).

OVERARCHING THEMES

During our examination we identified four issues that were common to the provincial government's response to multiple MWCI recommendations: funding, stakeholder engagement, reporting and accountability, and oversight of implementation of the recommendations.

Funding

The provincial government made significant funding contributions to support some recommendations, but used existing resources to address other recommendations, such as those related to policing. In some cases, available funding was directed to specific needs—usually through pre-existing, one-time grant programs. Providing one-time funds to address ongoing needs, like services for women involved in sex work, poses certain challenges: recipients must continually apply for funding, the application requirements may change from year to year, and there is no guarantee that applicants will be successful. This makes it difficult to operate long-term, reliable programs.

SUMMARY

Stakeholder engagement

During our fieldwork (January to May 2016), stakeholders often told us that the provincial government did not fully engage with them on the implementation of relevant recommendations. Lack of comprehensive engagement increases the risk that the provincial government's response to certain recommendations will not address the target population's needs, reflect the reality on the ground and/or have the stakeholder buy-in to make it successful. We were encouraged to see the provincial government engage a broader range of stakeholders on certain recommendations in the months after our fieldwork.

Reporting and accountability

The provincial government stated that its second status report, published in December 2014, would be its last. However, it still has a number of significant initiatives underway that respond to the MWCI's recommendations. Continuing to report out publicly would improve accountability and enable individuals and organizations to work together more efficiently and effectively. It would also allow those that are doing related work, such as the National Inquiry into Missing and Murdered Indigenous Women and Girls, to learn from B.C.'s experience.

Oversight of the implementation of the MWCI recommendations

The provincial government's decision not to appoint a new champion when the Honourable Steven Point resigned 5.5 months after being appointed meant there was no one to spearhead and manage the implementation process or to engage stakeholders. This contributed to the funding, stakeholder engagement, and reporting challenges identified above.

RECOMMENDATION

WE RECOMMEND THAT THE GOVERNMENT OF BRITISH COLUMBIA:

1 report publicly each year on how its programs and initiatives are meeting the intent of the Missing Women Commission of Inquiry's recommendations.

RESPONSE

FROM THE MINISTRIES OF JUSTICE, PUBLIC SAFETY AND SOLICITOR GENERAL, AND TRANSPORTATION AND INFRASTRUCTURE

PREVENTING AND ADDRESSING violence against women is a priority for the provincial government. Since *Forsaken, the Report of the Missing Women Commission of Inquiry* was released the provincial government has taken responsibility for leading and overseeing the implementation of the 54 recommendations and two urgent measures directed at the Province. The ongoing importance of our work in this area is underscored not only by the prevalence of the issue, but the gravity of the impacts on families, loved ones and communities.

The Auditor General Report makes one recommendation: That the provincial government report out annually on the Missing Women Commission of Inquiry report recommendations. The Province will implement the recommendation and the next public report will be issued in the fall of 2017. In future years, we may modify the scope to incorporate other related initiatives, such as recommendations from the National Inquiry on Missing and Murdered Indigenous Women and Girls.

A significant amount of work has been undertaken by the ministries of Public Safety and Solicitor General, Justice and Transportation and Infrastructure to address and respond to the identified priorities and recommendations. Much of this work has benefited from input provided through targeted stakeholder engagement processes, designed to inform various recommendation themes and issues areas.

The learnings from the Missing Women Commission of Inquiry report have been woven into and influenced other government reform and change initiatives, such as the BC Policing and Community Safety Plan and the Vision for a Violence Free BC strategy. This approach has provided a solid foundation to continue to put in place structures and supports necessary to help protect vulnerable women in British Columbia and prevent future violence from occurring.

As the Auditor General has noted, many of the recommendations from the Missing Women Commission of Inquiry report are interrelated and the solutions to address them are complex. Taking into account the breadth, scope and complexity of the recommendations, ministries have prioritized concrete actions and solid progress has been made to expand services, enhance policy and practice and increase the knowledge and skill of frontline service providers.

The provincial government has made significant funding contributions to individual recommendations including:

- the provincial contribution toward the establishment of the $4.9 million Compensation Fund for the children of the missing and murdered women;
- $4.0 million for increasing safe transportation along the Highway 16 corridor, including

inter-city public transit service, new transit shelters and web cams, a First Nations driver education program, grants for community vehicles, and improved coordination of existing transportation services delivered through Northern Health Connections and BC Transit, as well as successfully negotiating an additional $1 million contribution from Indigenous and Northern Affairs Canada (INAC) to support additional safety infrastructure along the corridor;

- $750,000 annually to the WISH Drop-in Centre Society;
- over $1 million to community organizations providing services and support to women involved in the sex trade/sex work;
- $1.4 million for benefits and assistance to family members, including counselling;
- $884,000 for projects supporting healing and rebuilding after violence against Aboriginal women;
- $470,000 for a three day provincial gathering for families of missing and murdered Aboriginal women; and
- $400,000 for the Minister's Advisory Committee on Aboriginal Women's Giving Voice initiative.

Ministries have also responded to many of the recommendations utilizing existing resources. This includes the enactment of the *Missing Persons Act,* the development of provincial policing standards on missing persons investigations, and the creation and implementation of a vulnerable victims and witnesses policy for Crown Counsel.

While significant progress has been made, our work on the recommendations continues. Some of the actions currently underway include the development of a Family Information Liaison Unit to assist families of missing and murdered Indigenous women and girls, and the development of provincial policing standards on the promotion of unbiased policing.

Over the past decade there have been many important improvements to police communication and collaboration across jurisdictional boundaries. Amendments to the *Police Act* now allow for specialized policing within specified geographical areas; this approach allows for specific policing services to be regionalized within Greater Vancouver or elsewhere. Moving forward, the Province is committed to further integrating the BC policing structure. The provincial government has initiated a project to define and clarify policing responsibilities, consider models of service delivery, and develop options for funding/financing and governance that reflect the responsibility of each level of government.

Over the last two years, the Ministry of Transportation and Infrastructure has engaged with community representatives, First Nations and stakeholders along the Highway 16 corridor to develop and roll-out the Highway 16 Five Point Action Plan, which addresses the recommendations made in urgent measure #2. The ministry's consultations included nearly 100 meetings with the advisory group, local governments,

RESPONSE FROM THE MINISTRIES OF JUSTICE AND ATTORNEY GENERAL, PUBLIC SAFETY AND SOLICITOR GENERAL, AND TRANSPORTATION AND INFRASTRUCTURE

First Nations, and other community representatives. These meetings included over 20 community events held by BC Transit, which combined with a survey generated over 1,000 comments that have been used to inform the new transit service. The comprehensive plan, which is scheduled to be implemented by the end of fiscal 2016/17, addresses a number of the key transportation themes surfaced through the ministry's extensive engagement and consultation along the 800 kilometer Highway 16 corridor. The Ministry of Transportation and Infrastructure will continue to engage and work closely with a variety of community and local government partners and organizations as it continues to deliver the Highway 16 Five Point Action Plan.

The Province will be fully participating in the National Inquiry into Missing and Murdered Indigenous Women and Girls, alongside our federal, provincial and territorial colleagues. We recognize this as a critical step towards collaborative, meaningful and transformative action on this important issue. The Province's commitment to this national issue builds on the work we are undertaking on the Missing Women Commission of Inquiry report recommendations.

Violence against women, in all forms, remains a serious concern. Meaningful progress towards ending violence against women will require a commitment to ongoing action by many different partners. The provincial government remains committed to leading the strategic action necessary for transformative change including continuing the work arising from *Forsaken*, the National Inquiry into Missing and Murdered Indigenous Women and Girls, and the Vision for a Violence Free BC strategy.

BACKGROUND

ORIGINS OF THE MISSING WOMEN COMMISSION OF INQUIRY

The Downtown Eastside (DTES) of Vancouver is one of the oldest neighbourhoods in the city. It's a resilient community with a history of social activism and a reputation for being accepting and tolerant of the different circumstances of its residents. The DTES is known for these strengths, but also for its challenges. It is home to some of Vancouver's most vulnerable residents, many of whom live with mental health issues, addiction, poverty and homelessness and some depend on survival-based strategies, such as selling drugs and sex work.

Over the decades, tragedy and loss have plagued the DTES. In the 1990s and early 2000s alone, almost 50 women disappeared from this community. *Forsaken*, the report issued by the Missing Women Commission of Inquiry, says this of the missing women: "Individually, the loss of each woman is heartbreaking. Taken together, the murder and disappearance of so many women is horrific; it is incomprehensible because of the immensity of the tragedy, and it is appalling because of the vulnerability of the victims." *~ Forsaken, Volume 1*

> *"Each of the women was a valued member of her community. Each had dreams, hopes, loves, and fears. Each woman was loved. And now each woman is missed." ~ Forsaken, Volume 1*

For years, family, friends and members of the DTES community called for a full public inquiry into why the police and Crown failed to adequately investigate the disappearances of these women and address the ongoing threat to vulnerable women. The Government of British Columbia (provincial government) stated that it could not hold an inquiry until the criminal proceedings against Robert Pickton were concluded.

> *"They were forsaken twice: once by society at large and then again by the police. The pattern of predatory violence was clear and should have been met with a swift and severe response by accountable and professional institutions, but it was not. To paraphrase Maggie de Vries, sister of Sarah de Vries, one of the victims: there should have been mayhem, searches, media interest and rewards; but these responses only trickled in over the course of many years." ~ Forsaken, Volume 1*

In December 2007, Robert Pickton was convicted of six counts of second degree murder in the deaths of Sereena Abotsway, Mona Wilson, Andrea Joesbury, Brenda Ann Wolfe, Georgina Faith Papin and Marnie

BACKGROUND

Frey. He is now serving six concurrent life sentences. In August 2010, charges against him were stayed (prosecution was discontinued) for the murders of 20 other women. One of the Crown's main considerations in arriving at this decision was that Robert Pickton is already serving the maximum sentence of life with no parole for 25 years.

On September 28, 2010, the Government of British Columbia called the Missing Women Commission of Inquiry (MWCI) and appointed Wally Oppal, Q.C., as the Commissioner.

Mandate

The mandate of the MWCI is shown in Exhibit 1.

Exhibit 1: Mandate of the Missing Women Commission of Inquiry:

a) To inquire into and make findings of fact respecting the investigations conducted between January 23, 1997 and February 5, 2002 by police forces in British Columbia respecting women reported missing from the Downtown Eastside of the City of Vancouver;

b) To inquire into and make findings of fact respecting the decision of the Criminal Justice Branch on January 27, 1998, to enter a stay of proceedings on charges against Robert William Pickton of attempted murder, assault with a weapon, forcible confinement, and aggravated assault;

c) To recommend changes considered necessary respecting the initiation and conduct of investigations in British Columbia of missing women and suspected multiple homicides; and

d) To recommend changes considered necessary respecting homicide investigations in British Columbia by more than one investigating organization, including the co-ordination of those investigations.

Source: *Forsaken, Volume 1*

BACKGROUND

Commissioner Oppal determined that his fact-finding mandate included all the women missing from the DTES:

- whose disappearances were or could have been reported between January 23, 1997 and February 5, 2002
- who were not subsequently found alive
- whose death has not been attributed to natural causes

This included 67 women, a third of whom were Aboriginal.

When making recommendations for future change, Commissioner Oppal considered his mandate to be broader and noted that it may extend, for example, to include the women and girls who have disappeared along the Highway of Tears.

HIGHWAY OF TEARS

Highway of Tears is the moniker for the 724 kilometre stretch of Highway 16 that runs between Prince George and Prince Rupert in northern B.C. Since the early 1970s, numerous women have disappeared along this highway. Many of those disappearances are unsolved and in some cases the bodies of the victims have not been found.

CONTEXT

According to *Forsaken*, the women who went missing from the DTES shared the experience of one or more disadvantaging social and economic factors: violence, poverty, addiction, racism, mental health issues, the intergenerational impact of residential schools and more. The vast majority were also further marginalized by their involvement in survival sex work – the exchange of sex to meet urgent and basic needs. *Forsaken* describes in depth these disadvantaging social and economic factors, as well as the pervasive societal dismissal and abandonment that allowed these women to continue to disappear for so long.

SEX WORK VERSUS SEX TRADE VERSUS PROSTITUTION

There is ongoing political and philosophical debate over the appropriate terminology. We have used the term *sex work* in this report because we are striving to be inclusive and to not make any judgements. We do not intend any disrespect to any party in using this language.

BACKGROUND

Recommendations from the MWCI's final report

The MWCI submitted its final report, *Forsaken*, to the provincial government on November 22, 2012. It has 63 recommendations and two urgent measures:

- 54 of these recommendations and both urgent measures are for the provincial government
- 9 recommendations are for other entities, including the Vancouver Police Department and the City of Vancouver

Many of these recommendations are interrelated and the solutions to address them are complex. One action by the provincial government may respond to multiple recommendations or many actions may be required to satisfy a single recommendation. Although most of the recommendations are directed at the provincial government, their successful implementation often requires the cooperation of other levels of government and non-governmental organizations.

Although there were a number of criticisms of the MWCI, its recommendations were generally well-received by both recipient organizations and stakeholders.

Period of time covered by the MWCI

The timing of the inquiry was complicated. The MWCI's mandate covered events from January 23, 1997 to February 5, 2002, but it was not initiated until September 2010 and did not report out until December 2012. Between 2002 and 2010, many organizations worked to identify related deficiencies and took steps to improve the situation for vulnerable women. Because these activities fell outside of the mandated period, they may not have been considered by the MWCI or reported in *Forsaken*.

Government's theming of the MWCI's recommendations

The provincial government grouped most of the MWCI's recommendations from *Forsaken* into four themes (and we assigned the recommendations not categorized to the appropriate theme):

- compensation, healing and legacy
- improvements to policing
- safety for vulnerable women
- supports in missing persons investigations.

The Attorney General and Minister of Justice stated that government's response to the recommendations would address each of these four themes, but not necessarily each individual recommendation.

Ministry of Justice status reports

The Ministry of Justice published two status updates on its progress in implementing the MWCI's recommendations by theme. They were published on November 5, 2013 and December 4, 2014.

In the latter, the Attorney General and Minister of Justice stated that this would be the provincial government's last status report. The Attorney General and Minister of Justice stated that the provincial government has taken significant action on the recommendations, with work underway or complete on more than 75% of them, and that it is committed to continuing this work.

PURPOSE OF OUR EXAMINATION

THE PURPOSE OF our examination is to report on how the provincial government has responded to selected recommendations made by the MWCI.

For each recommendation we asked the following questions:

1. Did the provincial government commit to taking action in response to the recommendation?
2. What actions did the provincial government take in response to the recommendation?
3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?
4. Does the provincial government have any future actions that respond to the recommendation?

SCOPE OF OUR EXAMINATION

For our examination, we selected 21 of the 54 recommendations and both urgent measures that were directed at the provincial government (see Appendix A for a full list of the MWCI recommendations). We considered many factors when deciding which recommendations we would look at, including those of the highest risk, significance and likelihood of driving positive change for vulnerable women. We also considered our ability to follow up on the recommendation, and the best way to ensure coverage of the provincial government's four themes and different regions of the province.

The impacts of the great number of missing and murdered women in B.C. are far reaching. In an effort to capture diverse perspectives on the topic, we spoke with representatives of the provincial government, women, youth, housing and Aboriginal service providers, community groups, legal organizations, police forces, and First Nations (see Appendix C for a detailed breakdown). We also had conversations with several loved ones of missing and murdered women as part of our meetings.

We conducted this examination under the authority of Section 13 of the *Auditor General Act*. This examination involved verifying the provincial government's actions in response to each of our selected recommendations, and determining whether or not it could demonstrate that these actions meet the intent of the recommendation as laid out in *Forsaken*.

We carried out our work between January 2016 and August 2016 and completed it on November 4, 2016.

The primary period we covered was December 2012 (when the MWCI reported out) to November 2016, but we also considered relevant actions taken by the provincial government between 2002 and 2012 (the time between the events examined by the MWCI and the release of *Forsaken*).

In addition to speaking with the groups listed above, our work involved:

- reviewing a wide range of documents, including records of the provincial government's engagement with stakeholders, options papers, project charters and plans, and financial records
- analyzing how the provincial government's actions aligned with the intent of each selected recommendation, as defined in *Forsaken*

SCOPE OF OUR EXAMINATION

	In scope	Out of scope
Organizations we looked at	◆ Ministry of Justice ◆ Ministry of Public Safety and Solicitor General ◆ Ministry of Transportation and Infrastructure	◆ municipal police forces and the RCMP ◆ local governments ◆ other stakeholders involved in implementing the selected recommendations
Recommendations we looked at	◆ 21 recommendations and both urgent measures	◆ 43 recommendations, including 33 directed at the provincial government
The focus of our work	◆ provincial government commitments and actions ◆ whether or not these actions meet the intent of *Forsaken*	◆ whether the provincial government's actions were effective

RESULTS OF RECOMMENDATIONS BY THEME

THE PROVINCIAL GOVERNMENT grouped the recommendations of the MWCI into four themes:

- compensation, healing and legacy
- improvements to policing
- safety for vulnerable women
- supports in missing persons investigations

This section of our report is organized according to these four themes. For each recommendation, we provide a high level discussion of the provincial government's accomplishments, as well as any areas of concern that we noted during our work. For further details on each of the recommendations, see Appendix B.

We looked at four of the six MWCI recommendations related to this theme. The provincial government has made progress on all four recommendations. It has demonstrated that its actions respond to the intent of one (3.2). The provincial government has partially addressed the intent of the other three (3.3, 12.1, 12.2), but there is still work to be done.

COMPENSATION, HEALING AND LEGACY

MWCI recommendations 3.2, 3.3, 12.1, 12.2

The MWCI made six recommendations in support of compensation, healing and legacy to acknowledge the harms caused by investigative and institutional failures. The MWCI recognized that implementation of these recommendations is critical to support individuals suffering from unresolved trauma, to break the cycle of violence, and to restore connections between survivors and their community.

> *"In the context of dealing with the aftermath of violence and ongoing cycles of violence, healing is a process by which unresolved trauma can be addressed in meaningful terms and that works toward breaking the cycle of abuse. The healing process is thought to consist of three stages: establishing safety, reconstructing the trauma story (referred to as remembrance and mourning), and restoring the connection between survivors and their community. Healing can prevent future violence and facilitate reconciliation."*
>
> *- Forsaken, Executive Summary*

RESULTS OF RECOMMENDATIONS BY THEME

MWCI recommendation 3.2: That Provincial Government establish a compensation fund for the children of the missing and murdered women.

In September 2013, 13 children of the missing women filed 9 claims against the provincial government and other organizations and individuals. In March 2014, the provincial government, the federal government and the City of Vancouver announced a $4.9 million compensation fund for the 98 surviving biological children of the 67 women included in the MWCI's terms of reference. Each child is eligible for a payment of $50,000. In offering this compensation, the three funding partners were hopeful that they would reach a settlement with the 13 litigants. The lawsuit was settled shortly thereafter.

To date, 90 of the 98 children (including the 13 who filed the claim against the provincial government) have been compensated. The funding bodies recently extended the application deadline for the compensation fund by two years (now to expire in April 2018) to allow more time for the provincial government to identify, notify and work with the remaining eight children. The provincial government told us that it intends to provide compensation to all eligible applicants and is exploring options to make this compensation available beyond April 2018, in the event that payments are still outstanding at that time.

MWCI recommendation 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.

Work to address recommendation 3.3 is ongoing. To date, the provincial government has taken the following actions:

- provided $1.4 million in assistance to family members of the missing and murdered women identified in *Forsaken* through the pre-existing Crime Victim Assistance Program
- provided $470,000 for a family gathering in Prince George in early 2016 to support healing for the families of missing and murdered Aboriginal women
- provided up to $60,000 for a cultural healing camp for families of missing and murdered Aboriginal women in the northeastern section of B.C. (see text box on page 22)
- provided civil forfeiture grants in 2014/15 ($236,310) and 2015/2016 ($217,100) for healing and rebuilding after violence against Aboriginal women (two of the 24 funded programs explicitly target families of missing and murdered women)

To date, the provincial government has not established a healing fund for the families of the missing and murdered women. We did not identify any new or specialized supports for family members of victims who were not Aboriginal, outside of existing programs.

Stakeholders were generally supportive of the creation of a healing fund and offered a number of suggestions around the types of supports it should cover, including traditional/cultural healing options, more support groups, and increased counselling and community care.

RESULTS OF RECOMMENDATIONS BY THEME

CIVIL FOREITURE GRANTS

The provincial government sells assets, for example houses and cars, that have been forfeited because they were instruments of unlawful activity. It also sells assets that were purchased using proceeds from crime (e.g., drug money). The money that government makes from these sales is distributed through civil forfeiture grants. These grants provide one-time funding for crime prevention and remediation projects that align with government priorities. Eligible organizations that provide crime prevention or remediation services and programs may apply for a grant during the annual call for applications. This approach to funding can help organizations address the needs of their community.

FORT ST. JOHN SISTERS IN SPIRIT

This group held a six-day cultural healing camp for 41 family members of missing and murdered Aboriginal women in the northeastern section of B.C. The camp promoted healing through the Medicine Wheel – a traditional and holistic healing tool with four quadrants: emotional, mental, physical and spiritual. After the camp ended, families and practitioners had access to an ongoing support network, which included gym memberships, health and wellness sessions, and counselling.

> **MWCI recommendation 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.
>
> **MWCI recommendation 12.2:** That the independent advisor work collaboratively with representatives of Aboriginal communities, the DTES, and the victims' families in the implementation process.

The provincial government appointed the Honourable Steven Point to serve as champion in December 2012, shortly after the release of *Forsaken*. This role was seen as a means to ensure that consultation takes place and that implementation of the MWCI's recommendations continues to move forward.

The Honourable Steven Point resigned in May 2013, five and a half months after he was appointed. A cohort of families of the missing women filed a civil suit against the provincial government and other individuals and organizations. He indicated that the plaintiffs had put him on notice that his comments and remarks could become evidence in the course of the litigation. As a result of this and other challenges, he concluded that it was not advisable for him to continue in this role. During his tenure, the Honourable Steven Point engaged several stakeholders, mostly at an introductory level, and a few of his meetings directly related to implementing the recommendations.

RESULTS OF RECOMMENDATIONS BY THEME

Many stakeholders have called for the provincial government to appoint a new champion. Initially, the provincial government decided not to re-appoint one because it was concerned that the new champion would face similar litigation issues. After the civil suit was settled, the provincial government stated that it would not appoint a new champion because the implementation of the recommendations was largely underway.

IMPROVEMENTS TO POLICING

MWCI recommendations 4.1, 4.2, 4.12, 5.1, 5.6, 5.11, 7.2, 7.3, 9.1, 9.2

The creation of the MWCI was prompted in part by concerns that police investigations into reports of women disappearing from Vancouver's Downtown Eastside (DTES) were inadequate. A key component of the MWCI's mandate was to make findings of fact around the police investigations and recommend changes. It made 33 recommendations to improve policing. We followed up on 10 of them.

The provincial government took a coordinated approach in responding to the MWCI's policing recommendations, which helped it move these recommendations forward. It has demonstrated that its actions respond to the intent of three of the recommendations (5.1, 7.2, 7.3), but still has work to do to address the intent of the other seven (4.1, 4.2, 4.12, 5.6, 5.11, 9.1, 9.2).

POLICING IN B.C.

In B.C., policing is provided mainly by the RCMP (federal, provincial and municipal forces) and 11 independent municipal police departments (including one First Nations Administered Police Service). There are also several agencies that are mandated to provide policing for a specific purpose in areas already served by provincial or municipal police agencies. For example, in the Lower Mainland, the South Coast British Columbia Transportation Authority Police Service provides policing on and around the transit system.

COORDINATING IMPLEMENTATION OF THE MWCI'S POLICING RECOMMENDATIONS

The provincial government responded to the policing recommendations in a coordinated manner. First, it determined what actions and programs were already in place to prevent duplication internally and amongst police agencies. Next, it prioritized the recommendations that required work and then made resourcing decisions.

This approach was substantially informed by a Policing Policy Review carried out by the B.C. Association of Chiefs of Police (BCACP). At the request of the provincial government, a BCACP working group conducted an environmental scan of policies, procedures and operational responses in police

RESULTS OF RECOMMENDATIONS BY THEME

departments as they related to the MWCI's recommendations, reported out on gaps, and made recommendations to address them. The provincial government provided funding, leadership and support for this initiative.

MWCI recommendation 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 and with meaningful community involvement.

MWCI recommendation 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.

The provincial government completed a discussion paper on promoting bias-free policing, which included consideration of equality audits. The Legislative Assembly amended the *Police Act* to allow the Director of Police Services to set additional standards to support bias-free policing (effective March 3, 2015). The provincial government is currently developing these standards, and anticipates that they will be complete by April 2017 and used as the basis for equality audits.

Service providers, community groups, Aboriginal communities and local governments indicated that implementing these recommendations would contribute to addressing police discrimination and persistent unequal treatment of marginalized and Aboriginal women.

MWCI recommendation 4.12: 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.

The provincial government has developed a plan to enhance training in the justice sector to increase awareness of and sensitivity to Aboriginal populations

and vulnerable community members (e.g., sex workers, victimized women and children from various cultures, persons with addictions/mental health issues). Key components of this plan include the *San'yas Indigenous Cultural Safety Training* (based on the Provincial Health Services Authority's training for the health sector) and a pilot of a customized version of the Fair and Impartial Policing (FIP) program that was developed by Dr. Lorie Fridell who is an international expert on bias-free policing. The FIP program aims to make personnel aware of their unconscious biases so that they are able and motivated to counteract them.

In recent years, the provincial government has funded the creation of two courses that focus on preventing violence against women. These courses are mandatory learning for front-line police officers and have high attendance and completion rates.

> **MWCI recommendation 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.

This recommendation was not directed at a particular entity, but the provincial government took action to respond, so we included it in our examination. The provincial government provided a one-time grant of $50,000 to the Vancouver Police Department for an evaluation of the SisterWatch committee in March 2014. The evaluation, which was issued by the Vancouver Police Department in June 2015, included key findings and lessons learned. The B.C. Association of Chiefs of Police shared the evaluation with the RCMP and municipal police forces across the province.

SISTERWATCH

SisterWatch is a multifaceted initiative with goals to eliminate violence against women and girls, to eliminate barriers between police and the DTES community, and to discuss current or ongoing community issues in relation to violence against women. SisterWatch members include members of the February 14 Women's Memorial March Committee, the Vancouver Police Department and representatives from DTES women's organizations. Since the fall of 2010, SisterWatch members have been meeting quarterly at a joint table to discuss issues relevant to the safety of women in the DTES.

> **MWCI recommendation 5.6:** That Provincial Government undertake a community consultation, needs assessment and feasibility study concerning the reestablishment of an independent society comparable to the former Vancouver Police Native Liaison Society.

The provincial government indicated in its 2014 status report that this recommendation is of lower priority and will not be acted on at this time. It stated that it has prioritized the implementation of recommendations for services, policy and practice, training and other concrete actions over recommendations that call for research projects and feasibility studies.

VANCOUVER POLICE NATIVE LIAISON SOCIETY (VPNLS)

The VPNLS closed in 2003. The society provided a range of support services primarily to Aboriginal victims and witnesses of crime, including referrals to community services, case updates, crime prevention techniques, counselling and court accompaniment. The society was located in a Vancouver Police Department building where any victim or witness was able to report a crime directly to the agency or be accompanied by a victim support worker when reporting the crime to the police.

MWCI recommendation 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.

The provincial government decided not to develop a protocol to structure police discretion to enforce court warrants in circumstances where a person involved in sex work who has an outstanding warrant is attempting to report a violent crime. It determined that such a protocol would be unworkable.

The BCACP's Policing Policy Review found that different police forces are providing conflicting direction on the use of discretion in these circumstances, and that discretion is exercised inconsistently across the province. The provincial government is currently following up on this review and will determine if provincial guidance is appropriate in this area.

MWCI recommendation 7.2: 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 B.C. Police Missing Persons Centre.

MWCI recommendation 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.

RESULTS OF RECOMMENDATIONS BY THEME

The provincial government developed provincial policing standards on missing person investigations which came into effect in September 2016. These standards include all of the components recommended by the MWCI, with a few explainable variations. The standards further define and include a process for safe and well checks.

> A safe and well check happens when a law enforcement agent has face-to-face communication with a found missing person to confirm the person's identity and assess her or his well-being.

Both police and community stakeholders we spoke with stated that the safe and well checks included in the provincial policing standards on missing person investigations do not reflect the reality on the ground. Many stakeholders were concerned about the safety and privacy implications of sending uniformed officers out to perform these checks. Others stated that police do not have the resources to perform a face-to-face meeting for each report of a missing person, and that this action does not make sense in all cases. Proposed solutions to these issues include giving police limited discretion around whether or not to carry out face-to-face safe and well checks themselves, or have service providers perform the checks instead.

The safe and well check provisions of the standards will not come into effect until January 2017 to allow more time for the provincial government to consult on these provisions and address concerns raised by police and community stakeholders.

> **MWCI recommendation 9.1:** That Provincial Government commit to establishing a Greater Vancouver police force through a consultative process with all stakeholders.
>
> **MWCI recommendation 9.2:** That Provincial Government establish an independent expert committee to develop a proposed model and implementation plan for a Greater Vancouver police force.

In 2014, the provincial government started a multi-year project to examine how policing is structured and funded in B.C. To support this initiative, it established an expert committee made up of stakeholder groups (e.g., Union of B.C. Municipalities, B.C. Police Association, RCMP). The provincial government told us that the results of this project may lead to the establishment of a regional police force, or greater regional police service integration.

In March 2015, the Legislative Assembly passed amendments to section 4 of the *Police Act* to clarify government's authority to sustain and expand policing teams and other specialized policing services.

SAFETY FOR VULNERABLE WOMEN

Urgent measure 1, urgent measure 2 and recommendations 4.3, 4.4, 4.5, 5.4

Vulnerable women are exposed to a higher risk of violence, including sexual assault, murder and serial

predation. The MWCI made 18 recommendations to address this vulnerability and rebuild an environment of safety and security. We followed up on six of these.

The provincial government has taken steps to address all six of the recommendations. It has demonstrated that its actions respond to the intent of two of the recommendations (4.3, 4.4). Its progress to date on the other four has been mixed (both urgent measures, 4.5, 5.4).

> **Urgent measure 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.

The provincial government contracted with the WISH Drop-in-Centre Society to provide drop-in services for women who currently engage in or formerly engaged in sex work. This funding ($750,000 per year) enabled the centre to significantly increase its drop-in hours from 5 hours/day (6pm to 11pm) to 18 hours/day (6pm to noon the following day), but not to the recommended 24 hours a day.

WISH

The mission of the *WISH Drop-in-Centre Society* is to improve the health, safety and well-being of women who are involved in Vancouver's street-based sex trade.

For the past three years, the provincial government has provided civil forfeiture grants to organizations supporting women involved in sex work. A number of service providers stated that this one-time grant funding approach is difficult for their ongoing operations. It takes a significant amount of their limited resources to apply for funding each year, and there is no guarantee that they will receive funding. The result is an inability to develop long-term programs that vulnerable populations can rely upon. Stakeholders also noted that service providers outside of the DTES are not funded to provide comparable levels of service to vulnerable women involved in sex work in other areas of the province, such as Surrey and Prince George.

> **Urgent measure 2:** To develop and implement an enhanced public transit system to provide a safer travel option connecting the Northern communities, particularly along Highway 16.

The provincial government is working to address the need for safer travel options to connect communities along Highway 16 in northern B.C.

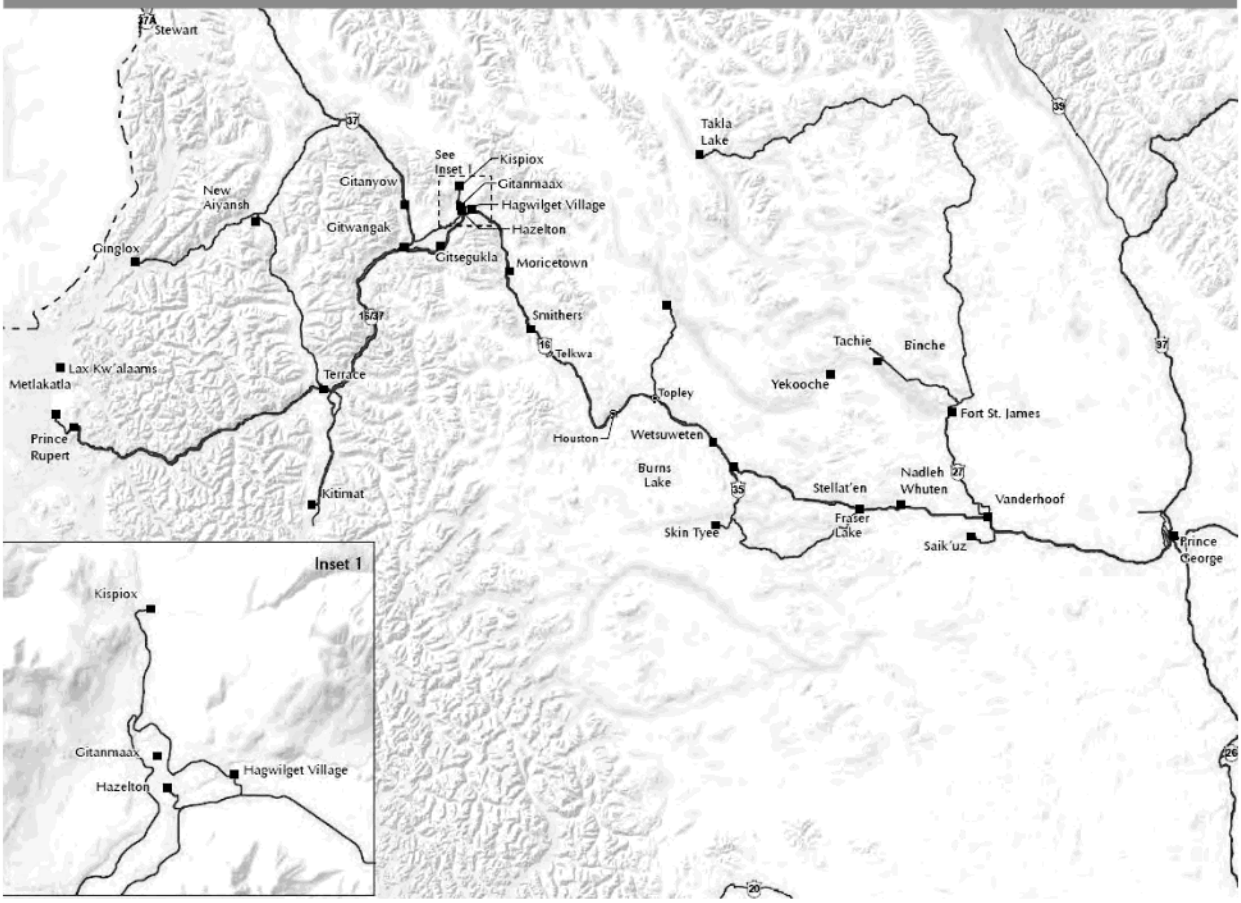
In 2013, the provincial government met with regional government associations in the Highway 16 area. In the summer of 2014, it expanded this engagement and met with over 70 community and First Nations leaders, representing 13 local governments and 12 First Nations to identify transportation challenges and practical, affordable solutions.

In November 2015, the provincial government, in partnership with the First Nations Health Authority, held a Transportation Symposium in Smithers to identify transportation options for medical and non-medical travel and to support healthy communities. Key themes identified included:

- the expansion of transportation services
- the need for the provincial government to provide both capital and operating funding
- collaboration and communication between interested parties
- highway safety

RESULTS OF RECOMMENDATIONS BY THEME

Exhibit 2: Map of Highway 16



THE FIRST NATIONS HEALTH AUTHORITY

The First Nations Health Authority (FNHA) is responsible for the planning, management, service delivery and funding of health programs in partnership with First Nations. Since travel for medical appointments (and other purposes) supports health and wellbeing, the FNHA has a shared interest in improving transportation services to First Nations along the Highway 16 corridor.

In December 2015, the provincial government announced a five-point, $3 million Transportation Action Plan to improve transportation along the Highway 16 corridor. In June 2016, Indigenous and Northern Affairs Canada and the provincial government each announced an additional $1 million for the action plan, for a total of $5 million in funding.

RESULTS OF RECOMMENDATIONS BY THEME

THE FIVE POINTS OF THE HIGHWAY 16 TRANSPORTATION ACTION PLAN

1. $2.4 million over three years for transit expansion
2. $800,000 over three years for a community transportation grant program to purchase and operate vehicles
3. $300,000 over three years for First Nations driver education programs
4. $1.5 million over two years for highway infrastructure safety improvements, including webcams and transit shelters
5. collaboration to increase interconnectivity of services

Source: B.C. Ministry of Transportation and Infrastructure

Action on all of the plan's five points is underway. To date, the provincial government has purchased eight transit shelters, solicited (and is considering) applications for a cost-share program that will assist communities with the purchase of vehicles and/or operating costs, and contracted Carrier Sekani Family Services to provide driver training to First Nation Communities along the Highway 16 corridor.

BC Transit prepared a detailed analysis of route options that considers community needs, operational effectiveness and cost. It then held a series of 20 in-person public engagement sessions (supplemented by a project website and online survey) about the introduction of transit services along the Highway 16 corridor. BC Transit used this feedback, which was mostly positive, to refine the proposed routing service, schedules, fares, infrastructure and supporting policies, and presented the revised plans to local decision-makers for review and consideration. Once the plans have been approved by the sponsoring local government and the necessary agreements with BC Transit are in place, the detailed work to implement the service can begin.

The five-point Transportation Action Plan is supported by a 12-person advisory committee, made up of representatives from First Nations, local governments, Aboriginal organizations, health authorities and Ministry of Transportation and Infrastructure staff. Several stakeholders indicated that once the plan is fully implemented, northern communities will be able to offer safe travel options for vulnerable populations.

PLANNING A RURAL AND REMOTE TRANSIT SYSTEM

Planning an effective transportation system for an area as vast and diverse as that served by Highway 16 is a complex undertaking. Much information must be considered, including:

- community demographics and travel needs
- operational and logistical matters such as vehicle models, maintenance and fuelling needs
- bus stop locations, exchange points and routing
- service levels and fare options
- cost-sharing across different levels of government

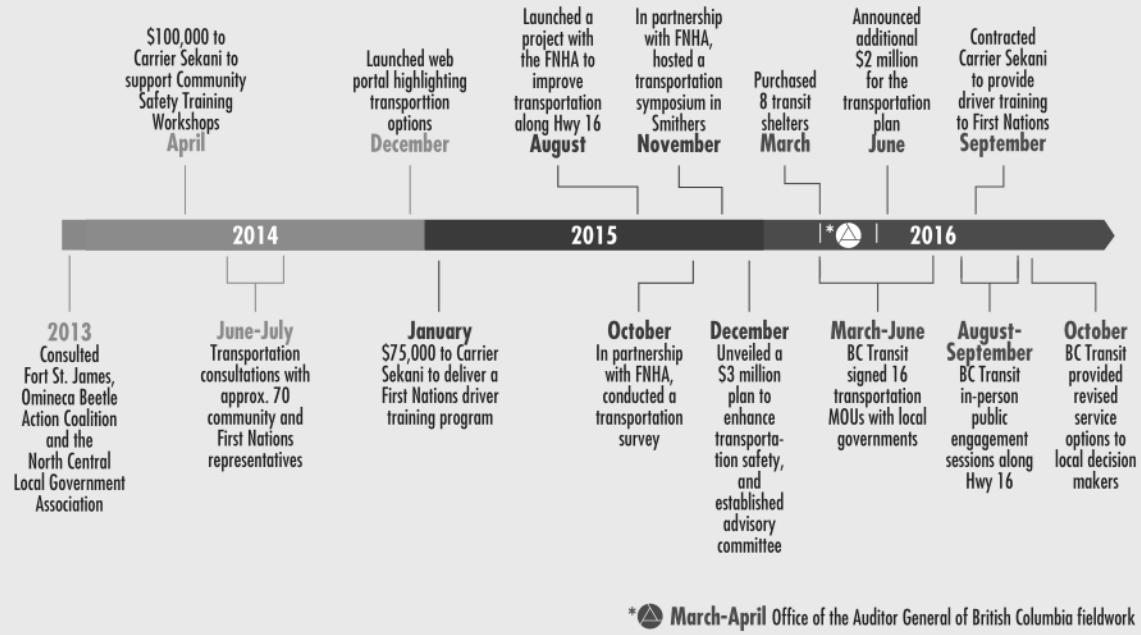
It is also critical to validate proposed services by consulting with community leaders, citizens, stakeholders, elected officials, First Nations and local governments.

RESULTS OF RECOMMENDATIONS BY THEME

In March and April 2016, we met with representatives of local governments, First Nations and service providers in the Highway 16 region to get their feedback on the provincial government's response to this recommendation. At that time, many of them identified challenges with the funding and effectiveness of the five-point Transportation Action Plan. Most significantly, local governments were concerned that the funding provided would not be enough to meet community needs, and that municipal costs would increase at the end of the provincial government's three-year funding commitment. The provincial government told us that funding will be available in future years based on the success of utilization of new services.

At the time of our fieldwork along Highway 16, several stakeholders were also critical of the provincial government's engagement strategy. They indicated that interested parties, such as service providers that support vulnerable women, were not included in related events, and that those who are not on the Transportation Advisory Committee had not been kept up-to-date on the provincial government's actions to address transportation in the north.

Exhibit 3: Timeline of Provincial Government Actions on Highway 16



Source: Office of the Auditor General of British Columbia

RESULTS OF RECOMMENDATIONS BY THEME

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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 trier of fact will act impartially and according to the law.

The Criminal Justice Branch in the Ministry of Justice has statutory authority over prosecution policies in B.C. The branch developed a new policy, Vulnerable Victims and Witnesses – Adult, that came into effect in December 2014 (amended in July 2015). This policy provides guidance on the prosecution of crimes against vulnerable victims and witnesses. It recognizes the potential vulnerability of Aboriginal people, and acknowledges that people involved in prostitution (sex work) may be particularly vulnerable due to a climate of violence, exploitation and degradation. To support implementation of this policy, the branch released an internal memorandum to all branch staff and issued a public media statement. The branch also provided training to staff on the policy.

During our fieldwork (January to May 2016), a number of legal groups and service providers advised us that they were not aware of the new Vulnerable Victims and Witnesses – Adult policy. This meant they were unable to reassure vulnerable victims and witnesses that they would be accommodated throughout the legal process if they came forward to report a crime.

The branch did not amend the Crown Counsel Policy Manual to explicitly include equality as a fundamental principle to guide Crown Counsel in performing its functions. The branch conducted a review of its policies and service delivery framework, and was satisfied that the principle of equality was already reflected in existing documents.

The branch also did not adopt a policy statement that would require a prosecutor to assume that the judge or jury will act impartially when evaluating the strength of a case. It determined that Crown Counsel was already operating within the larger context of a policy and service delivery framework that substantially included these elements. This policy statement would mean that Crown Counsel, when assessing the strength of a case – no matter who the witnesses were or what their circumstances were – would make that assessment on the assumption that the trier of fact would act impartially and according to law.

MWCI recommendation 5.4: That Provincial Government fund additional full-time Sex Trade Liaison Officer positions in the Lower Mainland.

The BCACP's MWCI Policing Policy Review recommended that each police agency in B.C. assess its

specific need for sex trade liaison officers, and identify existing police officers who could conduct these duties, in addition to their existing responsibilities. The provincial government is currently following up to see how the BCACP and police forces have responded to this recommendation.

Service providers and community groups indicated that action on this recommendation would have a positive impact on marginalized women involved in sex work.

SUPPORTS IN MISSING PERSONS INVESTIGATIONS

Recommendations: 7.9, 8.1, 10.3

There are four main stages of missing persons' investigations: reporting, initial investigation, follow-up investigation, and recording and reviewing of files. Poor report taking and inadequate follow-up impacted police investigations of the women who disappeared from the DTES. This made report-taking and follow-up a critical component of the MWCI's scope. The MWCI looked at these stages, along with high-level critiques of the way the missing women files were handled.

We looked at three of the nine MWCI recommendations to improve supports in missing persons investigations. The provincial government has demonstrated that its actions respond to the intent of two of the recommendations (8.1, 10.3), but it needs to do more to support families and friends of missing persons (7.9).

> **MWCI recommendation 7.9:** 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.

In 2014 and 2015, the provincial government consulted with families of missing and murdered women to identify needs and barriers to accessing services in northern and rural communities. It also partnered with the B.C. Bereavement Helpline to provide training to front-line service providers to enhance their skills in assisting and providing support to families in cases of homicide, traumatic death and missing persons. The provincial policing standards on missing person investigations that came into effect September 2016 detail new requirements for interaction with family members, including that a family liaison be appointed to each investigation. These actions are good first steps, but together, do not form a comprehensive approach to supporting families and friends of missing persons.

Service providers, community groups and local governments indicated there is a need for additional services to provide support to the families and friends of missing persons.

> **MWCI recommendation 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.

RESULTS OF RECOMMENDATIONS BY THEME

The provincial government enacted the *Missing Persons Act* in March 2014, which sets out the provisions for accessing records that will help find missing persons, and the *Missing Persons Regulations* in June 2015. The Act was based on similar legislation in Alberta, Manitoba and Nova Scotia.

Over the course of our work, we became aware of the following concerns with the *Missing Persons Act*:

- In a letter to the Attorney General and Minister of Justice dated February 14, 2014, the Information and Privacy Commissioner indicated that the *Missing Persons Act* does not provide sufficient transparency, oversight and protection of subsequent disclosure of information.
- Numerous service providers and community groups were not consulted on the Act until after it was passed.
- Service providers expressed concern that the information they provide could be used to arrest women, because information obtained through the Act can be used in a related criminal investigation.
- Service providers and community groups expressed concern that abusive partners could use the Act to track down a woman who has fled.

> **MWCI recommendation 10.3:** That Provincial Government commit to moving expeditiously to implement a regional Real Time Crime Centre.

The provincial government, in collaboration with the RCMP and six lower mainland municipal police forces, implemented a Real Time Intelligence Crime Centre (RTIC-BC) in January 2015. RTIC-BC is meant to enhance safety by "providing real time operational support to front-line officers and investigators by providing actionable intelligence."

The RTIC-BC Steering Committee commissioned the Centre for Public Safety and Criminal Justice Research and the RCMP Research Chair at the University of the Fraser Valley to carry out an evaluation of RTIC-BC's first year of operations. The primary goal of the evaluation was to assess RTIC-BC's service delivery model and to identify areas for improvement that will further the ability of RTIC-BC to achieve its mandate.

This evaluation, completed in December 2015, identified RTIC-BC's strengths and significant areas for improvement. It also made a number of recommendations, including changes to RTIC-BC human resources, practices, and policies. RTIC-BC is working to address these recommendations, where permitted by organizational policy and statute.

REAL TIME INTELLIGENCE CRIME CENTRE (RTIC-BC)

RTIC-BC ensures that inter-agency information can be shared more readily than in the past, and provides real time support to front-line police officers and investigators by accessing, analyzing and disseminating critical information and intelligence. The centre is used to accelerate investigations (e.g., missing persons cases) and to enhance the response to serious crimes that cross jurisdictional boundaries.

OUR OVERARCHING OBSERVATIONS AND RECOMMENDATION

During our work, we identified a number of issues that were common to the provincial government's response to multiple MWCI recommendations. In this section we summarize these cross-cutting observations and make one recommendation to support the provincial government's future work in this area.

FUNDING

The provincial government made some significant funding contributions to individual recommendations. For example, it provided $4 million for enhanced transportation along Highway 16 and contributed to the $4.9 million compensation fund for the children of the missing women. But other recommendations, such as those related to policing, were addressed with existing resources. This meant that in some cases, the provincial government was unable to implement recommendations in a timely manner, and/or was limited in the actions it could take to respond. To mitigate these challenges, provincial government staff prioritized recommendations and worked towards implementing those they assessed as highest priority.

The provincial government was able to direct available funding to respond to certain recommendations, in particular, those related to healing for loved ones and supports for vulnerable women. In most cases, this funding was awarded through an existing grant program (e.g., civil forfeiture grants) and was one-time only.

While one-time funding can be useful, it can also create challenges for the recipients, most of whom are non-profit service providers. These organizations must continually apply for this funding, typically on an annual basis. This is a resource-intensive process and there is no guarantee that they will be successful. The application requirements may change from year to year, and one of the usual requirements is that the program be new, as one-time grants are not intended to provide long-term operational funding. These limitations make it difficult for service providers to develop and operate long-term programs that grieving loved ones and vulnerable women can rely on.

STAKEHOLDER ENGAGEMENT

The issue of missing and murdered women in B.C. touches so many people: survivors, family and loved ones of the victims, community members, service providers, police organizations, local governments, and more. Engaging such a large and diverse group of stakeholders is a challenge.

OUR OVERARCHING OBSERVATIONS AND RECOMMENDATIONS

During our fieldwork (January to May 2016), stakeholders often told us that that the provincial government did not fully engage with them about the implementation of relevant recommendations. This is a concern, as stakeholders may have a different perspective from that of the provincial government on how certain MWCI recommendations should be implemented. For example, numerous service providers, Aboriginal organizations, community groups and legal organizations were not consulted on the *Missing Persons Act* before it was passed. These groups are generally in favour of more limits on police powers than the provincial government and police organizations are, but it was primarily the latter two groups who were engaged in the development of this legislation. Stakeholders may also raise points that have not yet been considered or acted on by the provincial government.

This lack of comprehensive stakeholder engagement may have contributed to adversarial relationships between the provincial government and some key stakeholders. Looking ahead, it also increases the risk that the provincial government's response to certain recommendations will not address the target population's needs, reflect the reality on the ground, or have the stakeholder buy-in to make it successful.

In the summer and fall of 2016, the provincial government took steps to engage a broader range of stakeholders on a few of its ongoing efforts to respond to the MWCI's recommendations. For example, the Ministry of Public Safety and Solicitor General prepared an engagement plan to inform the development of bias-free policing standards. The plan, scheduled to be implemented over the next year, includes consultation with a number of stakeholders, such as:

- the Advisory Committee on Provincial Policing Standards
- academic or other subject matter experts with a speciality in anti-bias or cultural policies or training
- police representatives
- First Nations leadership organizations
- service providers
- community groups

In August and September 2016, BC Transit reached out to 20 communities, some of whom had not yet been consulted, about new transit infrastructure and services for Highway 16. We were encouraged to see these developments.

REPORTING AND ACCOUNTABILITY

The provincial government issued two public status reports detailing its progress in implementing the MWCI's recommendations. The Attorney General and Minister of Justice stated that the second status report would be the provincial government's last, and that it would no longer be reporting out publicly on the implementation of the recommendations.

The provincial government still has several significant initiatives underway that respond to the MWCI's recommendations. This work is important: it impacts the lives of so many people in B.C., including some of the most vulnerable members of our society.

RESULTS OF RECOMMENDATIONS BY THEME

Continuing to report publicly until the provincial government has completed all of its planned work would allow the provincial government to be held accountable for its actions, ensure that the public is aware of new resources, and enable the provincial government to share knowledge to help people work together more effectively and efficiently. It would also allow individuals and organizations that are doing related work, such as the National Inquiry into Missing and Murdered Indigenous Women and Girls, to see what has already been done and to learn from B.C.'s experience of implementing the MWCI's recommendations.

OVERSIGHT OF THE IMPLEMENTATION OF THE MWCI'S RECOMMENDATIONS

Commissioner Oppal stated that "a leader or champion will be required to spearhead and manage the implementation process, given the breadth of my recommendations and the number of institutions and agencies involved in their implementation." This leader or champion was supposed to track the provincial government's progress and take a crucial leadership role in engaging stakeholders – in particular, family members of the missing and murdered women, First Nations communities and other community groups representing vulnerable and marginalized women.

The provincial government's decision not to appoint a new champion when the Honourable Steven Point resigned, and after the civil suit was settled, may have had a negative impact on the implementation of the MWCI's recommendations. There was no longer a person to spearhead and manage the implementation process or to engage stakeholders. This contributed to the challenges discussed above. Many of the stakeholders we interviewed would like the provincial government to appoint a new champion or advisory committee to continue moving the recommendations forward.

OUR RECOMMENDATION

The provincial government has taken significant steps to implement the MWCI's recommendations, but substantial work still remains.

As many families, communities and stakeholders are impacted by these tragedies and their legacy, it is important that they play a role in moving the MWCI's recommendations forward. Annual public reporting would set the foundation for meaningful engagement and collaboration between the provincial government and stakeholders by creating a common understanding of what has been done to date, what is in progress, and what actions are planned for the future. It would also help government monitor its progress in implementing the MWCI's recommendations across a broad range of programs and initiatives, and allow stakeholders and the public to hold the government accountable. Therefore:

RECOMMENDATION 1: *We recommend that the provincial government report publicly each year on how its programs and initiatives are meeting the intent of the Missing Women Commission of Inquiry's recommendations.*

APPENDIX A: ALL MWCI RECOMMENDATIONS

Note: For this report, our office followed up on the highlighted recommendations

Urgent measure 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.

Urgent measure 2: To develop and implement an enhanced public transit system to provide a safer travel option connecting the Northern communities, particularly along Highway 16.

MWCI recommendation 3.1: That the 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 to the healing and reconciliation process.

MWCI recommendation 3.2: That Provincial Government establish a compensation fund for the children of the missing and murdered women.

MWCI recommendation 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.

MWCI recommendation 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 consider mechanisms for funding it. These consultations and recommendations could be undertaken together with recommendation 3.1.

MWCI recommendation 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 and with meaningful community involvement.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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 trier of fact will act impartially and according to the law.

APPENDIX A : ALL MWCI RECOMMENDATIONS

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 4.8: 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 4.12: 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

APPENDIX A : ALL MWCI RECOMMENDATIONS

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 hese individuals.

MWCI recommendation 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.

MWCI recommendation 4.14: That Provincial Government engage with the RCMP in order to bring them into the provincial complaints process.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 5.4: That Provincial Government fund additional full-time Sex Trade Liaison Officer positions in the Lower Mainland.

MWCI recommendation 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.

MWCI recommendation 5.6: That Provincial Government undertake a community consultation, needs assessment and feasibility study concerning the reestablishment of an independent society comparable to the former Vancouver Police Native Liaison Society.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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

APPENDIX A : ALL MWCI RECOMMENDATIONS

- ncreasing the ways in which failures to appear can be quashed early in the judicial process.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 6.4: 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.

MWCI recommendation 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.

APPENDIX A : ALL MWCI RECOMMENDATIONS

MWCI recommendation 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.

MWCI recommendation 7.2: 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 BC Provincial Missing Persons Centre (BCPMPC).

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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 interjurisdictional series, and warning the public. It should provide oversight and analytic functions, but it should not be an investigating entity.

APPENDIX A : ALL MWCI RECOMMENDATIONS

MWCI recommendation 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.

MWCI recommendation 7.8: That provincial authorities establish a provincial 1-800 phone number for the taking of missing person reports and accessing case information.

MWCI recommendation 7.9: 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 8.3: That the Director of Police Services mandate accountability under the MCM standards by requiring that police forces:

- Provide an explanation as to why MCM 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 MCM investigations to ensure proper compliance with the model.

APPENDIX A : ALL MWCI RECOMMENDATIONS

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 9.1: That Provincial Government commit to establishing a Greater Vancouver police force through a consultative process with all stakeholders.

MWCI recommendation 9.2: That Provincial Government establish an independent expert committee to develop a proposed model and implementation plan for a Greater Vancouver police force.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 10.3: That Provincial Government commit to moving expeditiously to implement a regional Real Time Crime Centre.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 11.3: That additional steps need to be taken to ensure representation of vulnerable and marginalized members and Aboriginal peoples on police boards.

MWCI recommendation 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.

MWCI recommendation 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.

MWCI recommendation 12.2: That the independent advisor work collaboratively with representatives of Aboriginal communities, the DTES, and the victims' families in the implementation process.

APPENDIX B:
FINDINGS BY MWCI RECOMMENDATION

Forsaken, the report issued by the Missing Women Commission of Inquiry (MWCI), made 63 recommendations and identified two urgent measures. Our examination looked at 21 of the recommendations to the provincial government and both urgent measures. This appendix provides our detailed findings by MWCI recommendation and urgent measure.

THEME: COMPENSATION, HEALING AND LEGACY

MWCI Recommendation 3.2: That Provincial Government establish a compensation fund for the children of the missing and murdered women.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government did not make any commitments in response to this recommendation.

2. What actions did the provincial government take in response to the recommendation?

The provincial government took action on this recommendation even though it did not commit to doing so.

In September 2013, 13 children of the missing women filed nine claims against the provincial government and other organizations and individuals. In March 2014, the provincial government, the federal government and the City of Vancouver announced a $4.9 million compensation fund for the 98 surviving biological children of the 67 women included in the MWCI's terms of reference. Each child is eligible for a payment of $50,000. In offering this compensation, the three funding partners were hopeful that they would reach a settlement with the 13 litigants. The lawsuit was settled shortly thereafter.

To date, 90 of the 98 children (including the 13 who filed the claim against the provincial government) have been compensated. The funding bodies recently extended the application deadline for the compensation fund by two years (now expiring in April 2018) to allow more time for the provincial government to identify, notify and work with the remaining eight children.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government told us that it intends to provide compensation to all eligible applicants and is exploring options to make this compensation available beyond April 2018, in the event that payments are still outstanding at that time.

> **MWCI Recommendation 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.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government did not make any commitments in response to this recommendation.

2. What actions did the provincial government take in response to the recommendation?

Although the provincial government did not make any commitments, it has taken a number of actions in response to this recommendation:

- provided $1.4 million in assistance to cover, for example, counselling, funeral expenses, pain and suffering, wage loss and transportation to over 200 family members of the missing and murdered women identified in *Forsaken* through the Crime Victim Assistance Program
- provided $470,000 for a three-day provincial gathering in partnership with other groups in Prince George in early 2016 to support healing for families of missing and murdered Aboriginal women
- provided up to $60,000 for a Cultural Healing Camp for the families of missing and murdered Aboriginal women in the northeastern section of B.C. in 2015
- through an annual application process, provided civil forfeiture grants in 2014/15 ($236,310) and 2015/2016 ($217,100) for healing and rebuilding after violence against Aboriginal women (two of the 24 programs that received funding in these years explicitly target families of missing and murdered women)

- provided $400,000 to the Minister's Advisory Committee on Aboriginal Women in March 2014 for the Giving Voice Initiative, which aims to provide Aboriginal women, men, youth and elders a safe opportunity to give voice to issues of violence and abuse in their lives
- published a bulletin to raise awareness about the healing programs available to Aboriginal people, and to encourage organizations to apply for grants to implement similar programs

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions partially respond to the intent of the recommendation. Service providers have been able to apply for funding for healing programs through the civil forfeiture grant process and the Giving Voice Initiative since 2014. The provincial government has also funded some healing initiatives consistent with the examples cited in *Forsaken.*

There are some limitations with its approach:

- The civil forfeiture and Giving Voice funding is not dedicated or directly available to the families of the missing and murdered women.
- A maximum of four members from each family were permitted to attend the family gathering in Prince George.
- We did not identify any new or specialized supports for family members of victims who were not Aboriginal outside of existing programs.
- Civil forfeiture grant decisions are made on an annual basis. Organizations may receive funding in consecutive years, but this is not guaranteed.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government told us that it plans to continue providing counselling to families of the missing and murdered women through the Crime Victim Assistance Program and that it anticipates having a stream of civil forfeiture grants for 2016/17 that is dedicated to Aboriginal healing and rebuilding.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

MWCI Recommendations 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.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government issued a public statement indicating that it saw the critical importance of the champion recommendation, that it would implement this recommendation immediately, and that it had selected the Honourable Steven Point to fulfill this role.

2. What actions did the provincial government take in response to the recommendation?

Four weeks after *Forsaken* was released to the provincial government, the provincial government announced that the Honourable Steven Point would champion the implementation of the recommendations. The Honourable Steven Point resigned in May 2013, five and a half months after he was appointed. A cohort of families of the missing women filed a civil suit against the provincial government and other organizations. He indicated that the plaintiffs had put him on notice that his comments and remarks could become evidence in the course of the litigation. As a result of this and other challenges, he concluded that it was not advisable for him to continue as champion.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions partially respond to the intent of the recommendation. The provincial government appointed the Honourable Steven Point as champion, but he was unable to fulfill the role's expectations during his brief tenure.

Many stakeholders have called for a new champion to be put in place to ensure that consultations are undertaken, and that implementation of the recommendations continues to move forward. Initially, the provincial government decided not to re-appoint a champion because it was concerned that the new champion would face similar litigation issues. After the civil suit was settled in the spring of 2014, the provincial government stated that it would not appoint a new champion because the implementation of the recommendations was largely underway.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government does not have any future planned actions to respond to this recommendation.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

MWCI Recommendations 12.2: That the independent advisor work collaboratively with representatives of Aboriginal communities, the DTES, and the victims' families in the implementation process.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government reported that the Honourable Steven Point would chair a new advisory committee on the safety and security of vulnerable women and that this committee would provide community-based guidance on the MWCI's recommendations.

2. What actions did the provincial government take in response to the recommendation?

During his tenure as champion, the Honourable Steven Point met with community stakeholders, Aboriginal organizations, the Highway of Tears Governing Body, policing bodies, representatives from the DTES and family members to introduce himself and gather input to inform the creation of the advisory committee. He also carried out some consultations on the implementation of projects related to the healing recommendations (e.g., Giving Voice, Stopping the Violence).

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions partially respond to the intent of the recommendation. The Honourable Steven Point carried out some consultations, but most of these meetings were not focused on the implementation of recommendations.

Following the Honourable Steven Point's resignation, the provincial government decided not to pursue the creation of an advisory committee. The provincial government has directly engaged some stakeholders in the implementation of recommendations. Service providers and community groups have stated that minimal to no consultations have occurred.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government indicated that it is taking a leadership role in the implementation of the MWCI's recommendations, and will engage with community stakeholders and others with expertise in areas such as:

- addressing the needs of families whose loved ones have gone missing
- providing services and supports to women in the DTES
- working with Aboriginal communities and supporting Aboriginal women in urban and rural settings
- improving policing and other justice system processes

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

THEME: IMPROVEMENTS TO POLICING

MWCI Recommendation 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 and with meaningful community involvement.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to completing audits related to bias-free policing and equitable treatment where required.

2. What actions did the provincial government take in response to the recommendation?

The provincial government completed a discussion paper on promoting bias-free policing, which included consideration of equality audits. The Legislative Assembly amended the *Police Act* to allow the Director of Police Services to set additional standards to support bias-free policing (effective March 3, 2015). The provincial government is currently developing these standards, and anticipates that they will be complete by April 2017. It indicated that these standards will be used as the basis for equality audits. The provincial government also provided funding, leadership and support for the B.C. Association of Chiefs of Police MWCI Policing Policy Review. This review recommended that each police agency ensure their current educational and operational initiatives address violence against women and review current agency initiatives for compliance and results.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

As work is still in progress, whether the provincial government's actions respond to the intent of the recommendation is to be determined. The provincial government has not yet completed any equality audits, but it has taken the steps noted above to make them possible in the future.

Service providers, community groups, First Nations communities and local governments indicated that equality audits would be beneficial to address police discrimination and persistent unequal treatment of marginalized and Aboriginal women. Police stakeholders had mixed reviews on the necessity and potential benefits of these audits.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government indicated that it will complete equality audits where necessary, once the bias-free policing standards are complete.

MWCI Recommendation 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.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to the development of standards related to bias-free policing and the equitable treatment of persons.

2. What actions did the provincial government take in response to the recommendation?

The provincial government completed a discussion paper on promoting unbiased policing that proposed a framework of both standards and principles/policy. It developed a project charter to guide the development of all of the standards recommended by the MWCI, including standards on bias-free policing. The provincial government is working on bias-free policing standards and recently drafted an engagement plan to guide the stakeholder engagement process. It anticipates that these standards will be complete by April 2017.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

As work is still in progress, we cannot yet determine whether the provincial government's actions respond to the intent of the recommendation. The provincial government has not yet set a provincial standard that establishes police officers as having a general and binding duty to promote equality and to refrain from discriminatory policing, but work to develop bias-free policing standards is well underway.

Police stakeholders indicated that the principles of equality and discrimination are already operationalized within the various police forces across B.C., and that the development of a new standard would not be practical or result in change. Service providers, community groups and local governments told us that a standard would be worthwhile, as issues of racism and discrimination are still occurring.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government plans to have bias-free policing standards in place by April 2017.

MWCI Recommendation 4.12: 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 sex work; 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.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to the development and delivery of cultural awareness and sensitivity training for all police officers in B.C., and to reviewing the current police training curriculum to ensure it incorporates the key values inherent in culturally sensitive policing with a target completion date of March 2014.

2. What actions did the provincial government take in response to the recommendation?

The provincial government has taken the following actions in response to this recommendation:

- developed a framework on bias-free policing that includes adapting the Provincial Health Services Authority's *San'yas Indigenous Cultural Safety Training* for the justice sector
- compiled an inventory of police training, and carried out a gap analysis between the training that is currently available to officers and the training recommended by the MWCI
- developed an MWCI Provincial Training Plan that includes a customized pilot of the Fair and Impartial Policing (FIP) program (June to September 2016) and an assurance that all police officers will have access to training on Aboriginal history and current status in B.C. by 2017/18

- funded the creation of two courses, Domestic Violence 1 and Domestic Violence 2, that focus on preventing violence against women; these courses are mandatory learning for front-line police officers and have high attendance and completion rates
- provided funding to the Justice Institute of British Columbia to:
  - review and amend the Police Academy's core curriculum to ensure the principles of cultural competency, bias-free policing, and the treatment of vulnerable persons are integrated into recruit training ($100,000)
  - create an Indigenous Cultural Competency advanced program for front-line police and justice personnel ($150,000)
  - review and update the Domestic Violence 1 and 2 courses and if required, create an additional course ($250,000)
  - develop and provide training for police boards that support the implementation of new policing standards such as those related to bias-free policing ($100,000)

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

As work is still in progress, we cannot yet determine whether the provincial government's actions respond to the intent of the recommendation. The provincial government has not yet implemented a requirement for all police to undergo mandatory and ongoing experiential, interactive training about vulnerable community members that covers the recommendation's five points, but work is underway.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government is planning to undertake the following actions:

- ensure all police have access to training that includes themes to promote excellence in policing vulnerable persons and that aligns with the parameters for training as set out in the MWCI's recommendation
- ensure that by 2017/18, all police officers have access to training on Aboriginal history and current status in B.C.
- work with the Provincial Health Services Authority to finalize the *San'yas Indigenous Cultural Safety Training* program. Once the training is complete, the provincial government will ask police forces to implement the training for some or all officers

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

MWCI Recommendation 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.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government did not make any commitments in response to this recommendation.

2. What actions did the provincial government take in response to the recommendation?

Although the provincial government did not commit to taking action in response to this recommendation, it provided a one-time grant of $50,000 to the Vancouver Police Department (VPD) in March 2014 for the evaluation of SisterWatch. In June 2015, the VPD issued an evaluation report on SisterWatch with 17 recommendations. The VPD's evaluation found that the SisterWatch model can be applied elsewhere to address any community's unique issues. The B.C. Association of Chiefs of Police shared best practices identified during the evaluation with its members, which includes all municipal police forces and RCMP detachments throughout the province, and other agencies.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation.

4. Does the provincial government have any planned actions that respond to the recommendation?

The evaluation of SisterWatch is complete so the provincial government does not have any future planned actions in response to this recommendation.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

MWCI Recommendation 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 (VPNLS).

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government's December 2014 *Final Status Update Report* states that it has prioritized implementation of recommendations related to services, policy and practice, training and other concrete actions. As this recommendation calls for a study, the provincial government determined that it is of lower priority and that it would not act on it at this time.

2. What actions did the provincial government take in response to the recommendation?

The provincial government has not taken any actions in response to this recommendation. However, some of its actions in the years between the events examined by the MWCI (1997 - 2002) and when the MWCI carried out its work (2010 - 2012), may address some of the gaps caused by the VPNLS's dissolution. For example, the provincial government hired two former VNPLS staff members so that it could continue to provide services to those affected by the missing and murdered women investigations.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government cannot demonstrate that its actions respond to the intent of the recommendation. It decided not to implement this recommendation and reported its rationale publicly.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government does not have any future planned actions in response to this recommendation.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

MWCI Recommendation 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.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government did not make any commitments in response to this recommendation.

2. What actions did the provincial government take in response to the recommendation?

The provincial government decided not to develop the recommended protocol because it determined that such a protocol would be unworkable for the following reasons:

- the justice system is designed so that the judiciary, the Criminal Justice Branch and the police operate independently of each other
- police already have discretion in enforcing warrants
- the police must be able to exercise their discretion unfettered
- the development of a protocol would undermine that independence by fettering the discretion of police and, as a result, could be subject to challenge in the courts

Further, the provincial government determined that it was unlikely that the courts would participate in the development of such a protocol since the court must remain neutral. Being involved in the protocol, which would direct police discretion, would undermine that neutrality.

The provincial government is currently developing provincial Sex Work Enforcement Guidelines which state that "all cases of violence or abuse of sex workers are treated as serious criminal matters."

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government cannot demonstrate that its actions respond to the intent of the recommendation. A number of stakeholders indicated that there is no clear guidance for police on enforcing a warrant in a circumstance where a woman involved in sex work, and who has an outstanding warrant, is trying to report a violent crime. They told us that some police officers exercise discretion and others do not. This is confusing for women involved in sex work and may make them reluctant to come forward.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

These comments are consistent with the findings of the MWCI Policing Policy Review carried out by the B.C. Association of Chiefs of Police (BCACP) that different police forces are providing conflicting direction on the use of discretion in these circumstances, and that this discretion is exercised inconsistently across the province.

Some stakeholders indicated that the Vancouver Police Department's Sex Work Enforcement Guidelines and the draft provincial guidelines provide some direction because they prioritize the safety of people involved in sex work.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government is currently following up on the BCACP's MWCI Policing Policy Review and will determine if provincial guidance is appropriate in this area.

MWCI Recommendation 7.2: 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 case
- closing missing person files
- prevention and intervention
- role and authority of the BC Provincial Missing Persons Centre

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

Significant Findings

1. Did the provincial government commit to taking action in respond to the recommendation?

The provincial government committed to developing standards for the investigation of missing persons in consultation with interested stakeholders and police.

2. What actions did the provincial government take in response to the recommendation?

The Legislative Assembly passed amendments to the *Police Act* to give the Director of Policing the authority to create provincial policing standards on missing person investigations in 2015.

The BCACP's MWCI Policing Policy Review examined existing missing person policies and identified gaps in relation to the recommendation. The provincial government used this information, along with input from police and non-police stakeholders, to develop standards on missing person investigations that included 12 of the 15 components. The remaining three points were addressed by other documents and processes.

The provincial government provided funding to the Justice Institute to:

- create online training modules to support the implementation of the *Missing Persons Act,* regulations and standards with an emphasis on the modules related to family communication planning and liaison ($250,000)
- develop and provide training for police boards that support the implementation of new policing standards, such as those related to missing persons ($100,000)

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation.

Some police stakeholders expressed concern over whether police forces have enough resources to implement the standards on missing person investigations. Service providers and community groups identified issues with communication between families and the police and the coroner, and made suggestions to improve the standards related to interaction with family and/or reportees, and the coroner's liaison. They also stated that adequate consultation outside of police institutions was not conducted on the standards.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government told us that it will consult with the policing community and review and amend the missing person standards as necessary. It has not yet determined when the standards will be reviewed for compliance.

MWCI Recommendation 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.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to developing standards for the investigation of missing persons in consultation with interested stakeholders and police.

2. What actions did the provincial government take in response to the recommendation?

The Legislative Assembly passed amendments the *Police Act* to give the Director of Policing the authority to create provincial policing standards on missing person investigations in 2015.

The BCACP's MWCI Policing Policy Review examined existing missing person policies and identified gaps in relation to the recommendation. The provincial government used this information, along with input from police and non-police stakeholders, to develop provincial policing standards on missing person investigations that include a requirement for police officers to conduct a safe and well check before a missing person file can be closed.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation.

However, both police and non-police stakeholders indicated that the safe and well checks included in the provincial policing standards on missing person investigations do not reflect the reality on the ground. A number were concerned about the safety and privacy implications of sending uniformed officers out to perform these

checks. Others stated that police do not have the resources to perform a face-to-face meeting for each report of a missing person, and that doing so does not make sense in all cases. Proposed solutions to these issues include giving police some discretion around whether or not to carry out a face-to-face safe and well check and having service providers perform safe and well checks.

The provincial government has responded by delaying the implementation of the safe and well check standard from September 2016 to January 2017 to allow more time for consultation with stakeholders regarding potential amendments to address concerns.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government plans to engage stakeholders on safe and well checks and amend the standard as necessary.

MWCI Recommendations 9.1: That Provincial Government commit to establishing a Greater Vancouver police force through a consultative process with all stakeholders.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to work in collaboration and consultation with local governments, other key stakeholders and a committee of external experts to:

- define and clarify policing responsibilities at the federal, provincial and municipal levels
- consider models of service delivery ranging from further integration to the regional delivery of services, while retaining local community-focused policing
- develop options for funding/ financing models that reflect each level of government's policing responsibility and distribute costs accordingly

2. What actions did the provincial government take in response to the recommendation?

In March 2015, the Legislative Assembly passed amendments to Section 4 of the *Police Act* to clarify government's authority to sustain and expand policing teams and other specific, specialized policing services. The provincial government is undertaking a multi-year project with the support of an expert committee of key stakeholders, to examine how policing is structured and funded. It told us that the results of this project may lead to the establishment of a regional police force, or greater regional police service integration.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government cannot demonstrate that its actions respond to the intent of the recommendation. Commissioner Oppal stated that neither a study on the feasibility of regional policing, nor the integration of some policing functions, is sufficient. There are mixed views from community groups, service providers and police officers on whether a regional police force is still necessary.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government will continue to work on its multi-year project to examine how policing is structured and funded.

Recommendation 9.2: That Provincial Government establish an independent expert committee to develop a proposed model and implementation plan for a Greater Vancouver police force.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to work in collaboration and consultation with local governments, other key stakeholders and a committee of external experts to:

- define and clarify policing responsibilities at the federal, provincial and municipal levels
- consider models of service delivery ranging from further integration to the regional delivery of services while retaining local community-focused policing
- develop options for funding/financing models that reflect each level of government's policing responsibility and distribute costs accordingly

2. What actions did the provincial government take in response to the recommendation?

In 2014, the provincial government established an Expert Committee on Police Structure and Funding with representation from 18 different groups, including local governments, the B.C. Police Association, First Nations, the Union of B.C. Municipalities, the RCMP and various ministries. The expert committee met several times in 2014 and provided feedback on how police services should be delivered, funded and governed, and which level of government should be responsible for service delivery.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government cannot demonstrate that its actions respond to the intent of the recommendation. Its engagement efforts to date have not focused on the development of a proposed model and implementation plan for a Greater Vancouver police force. *Forsaken* is clear that other steps towards regionalization, such as a study on the feasibility of regional policing or the integration of some policing functions, are insufficient.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government does not have any future planned actions in response to this recommendation.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

THEME: SAFETY FOR VULNERABLE WOMEN

Urgent Measure 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.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to provide $750,000 to the WISH Drop-in Centre Society in Vancouver to allow it to expand the services it provides to vulnerable women. In its 2013 and 2014 status reports in response to *Forsaken*, the provincial government clarified that this funding is annual.

2. What actions did the provincial government take in response to the recommendation?

The provincial government contracted with the WISH Drop-in Centre Society to provide the following ongoing services:

- daily drop-in services ($750,000) for women who currently engage or formerly engaged in sex work between 6 p.m. to 11 a.m. (17 hours/day) (WISH is currently open from 6pm to noon the next day, or 18 hours/day)
- an after-hours van ($200,000) to provide information and support to women engaged in sex work between 10 p.m. and 6 a.m.

The provincial government also provided an annual increase of $477,723 over five years to the Downtown Eastside Women's Centre drop-in program, which provides shelter/drop-in services and outreach to vulnerable women.

For the past three years, the provincial government gave one-time funding through civil forfeiture grants to organizations to provide services to women involved in sex work, such as PACE, the Warm Zone, Prince George New Hope Society, SWAN and PEERS Victoria (see Exhibit 4 for a detailed breakdown).

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

Exhibit 4: One-Time Funding Programs Serving Women Involved in Sex Work

Organization	2013/14	2014/15	2015/16
Atira Women's Resource Society			20,000
Covenant House Vancouver			23,000
Nanaimo Women's Resource Society			20,000
PACE Society	100,000	60,000	40,200
Peers Victoria Resources Society	120,000	40,000	65,000
PLEA Community Services Society			23,869
Prince George Elizabeth Fry Society			25,000
Prince George New Hope Society	100,000		
Salvation Army – Deborah's Gate			25,000
South Okanagan Women in Need Society			25,000
Surrey Women's Centre			75,000
SWAN Vancouver Society	25,000		25,000
Warm Zone	100,000		
WISH Drop-in Centre Society	25,000	20,000	20,000
Women Against Violence Against Women Rape Crisis Centre			25,000
Vancouver Island AIDS Society		13,500	
Vancouver Police Department		34,000	
Total	$470,000	167,500	412,069

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions partially respond to the intent of the recommendation. The funding it provided to WISH enabled the centre to expand its daily drop-in hours from 6 p.m. to 11 p.m. (5 hours/day) to 6 p.m. – noon the following day (18 hours/day). This is a significant increase, but is not does not meet the recommended 24-hour availability.

A number of service providers stated that one-time grant funding presents difficulties for ongoing operations because:

- it takes a significant amount of their limited resources to apply for funding each year
- there is no guarantee that they will receive funding
- the result is an inability to develop long-term programs that vulnerable populations can rely on

Stakeholders also noted that service providers outside of the DTES are not funded to provide comparable levels of service to vulnerable women involved in sex work in other areas of the province, such as Surrey and Prince George.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government does not have any future planned actions in response to this recommendation.

Urgent Measure 2: To develop and implement an enhanced public transit system to provide a safer travel option connecting the Northern communities, particularly along Highway 16.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

In December 2012, through meetings with the communities and a targeted consultation plan, the provincial government committed to identifying safer travel options and to discouraging hitchhiking along Highway 16. This announcement was followed by further stakeholder engagement in 2013 and 2014.

In December 2015, the provincial government announced $3 million for its five-point Highway 16 Transportation Action Plan. In June 2016, the provincial and federal governments each committed an additional

$1 million for a total of $5 million in action plan funding. The action plan's five points are:

1. $2.4 million over 3 years for transit expansion
2. $800,000 over 3 years for a community transportation grant program to purchase and operate vehicles
3. $300,000 over 3 years for a First Nations driver education program
4. $1.5 million for highway infrastructure safety improvements, including webcams and transit shelters
5. collaboration to increase interconnectivity of services

2. What actions did the provincial government take in response to the recommendation?

The provincial government has taken the following actions in response to this recommendation:

- 2013: Consulted with regional organizations along Highway 16.
- 2014: Launched a web portal that consolidates transportation-related information for communities along Highway 16 into one central location with links to service providers.
- June/July 2014: Engaged in face-to-face discussions with over 70 community and First Nations leaders representing 13 local governments and 12 First Nations to identify transportation challenges and practical, affordable solutions.
- 2014/2015: Provided funding to Carrier Sekani Family Services to further develop its Community Safety Training Workshops, provide a First Nations driver training program to increase the number of First Nations members who hold a valid driver's licence, and carry out a media campaign to raise awareness about the potential dangers along the Highway 16 corridor.
- August 2015: Launched a project with the First Nations Health Authority (FNHA) to: improve access to appropriate services for First Nations along the Highway 16 corridor; develop human and economic capacity within First Nations; and, establish practical, affordable and sustainable options for safe transportation that meets local needs.
- November 2015: In partnership with the FNHA, held a Transportation Symposium in Smithers. More than 90 participants discussed transportation options to address both medical and non-medical travel and support healthy communities.
- December 2015: Unveiled a five-point, $3 million Transportation Action Plan to enhance transportation safety along the Highway 16 corridor (outlined above). This plan was informed by the input received during the symposium, along with previous community engagement, surveys and reports.
- December 2015: Established a 10-person (now 12-person) advisory committee made up of representatives from First Nations, Aboriginal organizations, local governments, the FNHA, Northern Health, and Ministry of Transportation and Infrastructure staff to oversee the implementation of the action plan. This has led to collaboration between members. For example, Northern Health and the FNHA have partnered to better coordinate medical transport services for First Nations.

- 2016: Met with various stakeholders (advisory group members, mayors, community representatives, Northern Health, FNHA, BC Transit) and had approximately 95 meetings on implementing the various aspects of the Transportation Action Plan, including transit expansion.
- March 2016: Purchased eight transit shelters and is currently working to determine the location for the shelters.
- June 2016: Announced an additional $2 million in funding for the Transportation Action Plan: $1 million from the provincial government and $1 million from Indigenous and Northern Affairs Canada for shelters along Highway 16.
- March to June 2016: Supported BC Transit in signing 16 memorandums of understanding with 13 local governments along Highway 16, which signal intent to participate and fund transportation.
- June 2016 to present: Solicited and began reviewing applications for a cost-share program to assist with the purchase of vehicles and/or operating costs that improve transportation for communities along Highway 16. The results of this process are anticipated in early January 2017.
- September 2016: Contracted Carrier Sekani Family Services to provide driver training to First Nations along the Highway 16 corridor following an online request for proposals.
- August/September 2016: Supported BC Transit to hold a series of in-person public engagement sessions (supplemented by a project website and online survey) about the introduction of transit services along the Highway 16 corridor.

In October 2016, BC Transit refined the proposed routing service, schedules, fares, infrastructure and supporting policies based on feedback received during the public engagement sessions, and provided the revised plans to local decision makers for review and consideration.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions to date partially respond to the intent of the recommendation. It has taken action to develop and implement an enhanced public transit system to provide a safer travel option that connects the northern communities – particularly along Highway 16 – over the past two years, but this work is not yet complete.

In March and April 2016, we met with stakeholders, including local governments, First Nations and service providers along the Highway 16 corridor to obtain feedback on the provincial government's response to this recommendation. Several stakeholders indicated that the action plan and its initiatives will enable northern communities to better support safe travel options for vulnerable populations, but some stakeholders also raised concerns. In the early days of the Highway 16 action plan, stakeholders were uncertain about how much funding

communities would be expected to contribute to the new transit services during the three-year implementation period and beyond. A few questioned whether $3 million would be enough to meet the needs of northern communities. The provincial government has since clarified community funding expectations and, along with the federal government, has allocated an additional $2 million to the implementation of the plan. It also told us that funding will be available in future years based on the success of utilization of new services.

The feedback that we received from stakeholders in the spring of 2016 on the provincial government's communication and engagement on Highway 16 transportation was mixed. A number of local governments and service providers indicated that the provincial government made a solid effort to engage communities and keep them informed through the Transportation Symposium (held in Smithers) and the Transportation Action Plan Advisory Committee. Others noted that many stakeholders were not included in these forums and were not being kept up-to-date on the provincial government's actions in this area.

As they develop and finalize new transit services, the provincial government and BC Transit have since expanded their outreach to communities they had not previously engaged with. Recent feedback obtained by BC Transit from members of communities along Highway 16 on the proposed inter-community transit service (one aspect of the action plan) was positive. Most participants supported the bus routes as proposed or with modifications.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government is working to implement the $5 million, five-point Transportation Action Plan over the next three years. It plans to further engage First Nations chiefs and councils, mayors and councillors, Aboriginal organizations, and community groups to ensure they are kept up-to-date on the implementation of the plan and have the information they need to contribute.

Once the transit routes, schedules, fares, and infrastructure have been approved by the sponsoring local government and the necessary agreements with BC Transit are in place, the detailed work to implement the service can begin. Subject to local government approval, BC Transit aims to have the first buses operating under either new or expanded service along the Highway 16 corridor by the end of 2016, and services that connect the entire corridor – from Prince George to Prince Rupert - operating in 2017.

Two years after the expanded transit services have been implemented, the provincial government intends to assess whether the funds are being spent efficiently and effectively. Adjustments to services may be made at that time.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

MWCI Recommendation 4.3: That Provincial Government amend the B.C. Crown Policy Manual to explicitly include equality as a fundamental principle to guide Crown Counsel in performing their functions.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The Criminal Justice Branch, which has statutory authority over prosecution policies in B.C., committed to undertaking an assessment of potential policy changes and to explore strategies to strengthen prosecution processes.

2. What actions did the provincial government take in response to the recommendation?

The branch conducted a review of its policies and service delivery framework and concluded that it was not necessary to amend the *Crown Counsel Policy Manual* as recommended. The branch stated that it was satisfied that the principle of equality was already reflected in its strategic plan, as well as in the legislation with which it complies in delivering its services, such as the *Victims of Crime Act.*

The branch developed a new policy, the Vulnerable Victims and Witnesses – Adult (see discussion under recommendation 4.4). It indicated that this policy gives meaningful effect to the principle of equality in several indirect ways (i.e., proactive engagement, testimonial support, file continuity, file ownership).

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The Criminal Justice Branch has demonstrated that its actions respond to the intent of the recommendation. It did not explicitly add equality as a fundamental principle to the *Crown Counsel Policy Manual* for the reasons specified above. However, the Vulnerable Victims and Witnesses – Adult policy states that all victims and witnesses will have an equal opportunity to participate in the criminal justice process, and offers a number of positive accommodations for vulnerable witnesses. This policy meets the principle of equality, including the positive obligations that go along with it.

4. Does the provincial government have any planned actions that respond to the recommendation?

The Criminal Justice Branch is supporting application of the new Vulnerable Victims and Witnesses – Adult policy through training, and stated that it conducts reviews on an ongoing basis to ensure that all its policies are responsive.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

MWCI Recommendation 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.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The Criminal Justice Branch committed to implementing a new policy to address vulnerable victims and witnesses in serious cases.

2. What actions did the provincial government take in response to the recommendation?

The branch conducted a review of its policies and service delivery framework and concluded that it was necessary to develop a new policy.

The Vulnerable Victims and Witnesses – Adult policy came into effect in December 2014, and was amended in July 2015. It provides guidance on the prosecution of crimes against vulnerable victims and witnesses, recognizes the potential vulnerability of Aboriginal people, and acknowledges that people involved in "prostitution" [sex work] may be particularly vulnerable due to a climate of violence, exploitation and degradation. In support of the new policy and to create awareness, the Criminal Justice Branch released an internal memorandum to all staff and a public media statement. It also provided training to staff on the policy.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation. The Criminal Justice Branch developed and implemented the Vulnerable Victims and Witnesses – Adult policy, which addresses the key elements identified in the recommendation. When asked about the policy, Commissioner Wally Oppal stated that the policy was "right on."

A number of legal groups and service providers were not aware of the branch's new policy. As a result, they were unable to reassure vulnerable victims and witnesses that they would be accommodated throughout the legal process if they came forward to report a crime.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

4. Does the provincial government have any planned actions that respond to the recommendation?

The Criminal Justice Branch is supporting the application of the new Vulnerable Victims and Witnesses – Adult policy through training, and stated that it conducts reviews on an ongoing basis to ensure that all its policies are responsive.

MWCI Recommendation 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 trier of fact will act impartially and according to law.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The Criminal Justice Branch committed to undertaking an assessment of potential policy changes and to exploring strategies to strengthen prosecution processes.

2. What actions did the provincial government take in response to the recommendation?

The branch conducted a policy review, and concluded that adding the recommended policy statement was not necessary because the principle of impartiality was already applied by Crown Counsel through the following:

- Crown Counsel's daily functions
- the province-wide policy on Violence Against Women in Relationships
- the branch's Charge Assessment Guidelines and Vulnerable Victims and Witnesses – Adult policy
- the branch's fundamental values through the emphasis on fairness and respect for the Rule of Law

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government cannot demonstrate that its actions respond to the intent of the recommendation. It did not adopt a policy statement that would require a prosecutor to assume that the judge or jury will act impartially when evaluating the strength of a case. This gap is not clearly addressed by one or a combination of the points listed above.

4. Does the provincial government have any planned actions that respond to the recommendation?

The Criminal Justice Branch is supporting the application of the new Vulnerable Victims and Witnesses – Adult policy through training, and stated that it conducts ongoing reviews to ensure that all its policies are responsive.

MWCI Recommendation 5.4: That Provincial Government fund additional full-time Sex Trade Liaison Officer positions in the Lower Mainland.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government did not make any commitments in response to this recommendation.

2. What actions did the provincial government take in response to the recommendation?

Although the provincial government did not commit to taking action in response to this recommendation, it has taken some steps to respond to it. The MWCI Policing Policy Review by the B.C. Association of Chiefs of Police (BCACP) recommended that each police agency in B.C. assess its specific need for Sex Trade Liaison Officers, and identify existing resources that could conduct these duties in addition to their existing responsibilities. The provincial government is currently following up with police agencies to determine how they have responded to this recommendation.

The provincial government is developing provincial Sex Work Enforcement Guidelines that will provide guidance to officers throughout the province on how to work with individuals engaged in sex work.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

As work is still in progress, we cannot yet determine whether the provincial government's actions respond to the intent of the recommendation. The provincial government did not provide any funding for additional full-time Sex Trade Liaison Officer positions in the Lower Mainland, but depending on how police forces responded to the BCACP recommendation, new resources may have been allocated to this function.

The majority of the service providers and community groups identified that action on this recommendation was necessary and would have positive impacts for marginalized women involved in sex work.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government has no planned actions to fund Sex Trade Liaison Officers. It will determine its next steps once it receives police agency responses to the BCACP's MWCI Policing Policy Review recommendation to identify existing resources that could conduct these duties.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

THEME: SUPPORTS IN MISSING PERSONS INVESTIGATIONS

Recommendation 7.9: The 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.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government did not make any commitments in response to this recommendation.

2. What actions did the provincial government take in response to the recommendation?

Although the provincial government did not make any commitments, it has taken the following actions in response to this recommendation:

- in 2012/13 and 2013/14, provided online Indigenous Cultural Competency training to victim service workers
- in 2014/15, provided financial support for the following training to front-line service providers across the province:
  - BC Bereavement Helpline support group facilitators provided training to approximately 57 participants on homicide loss facilitation and how best to support family members of missing and murdered persons
  - Carrier Sekani Family Services provided training to 44 participants on how to support family members of missing and murdered persons and others who have experienced violent crimes
  - Two skilled facilitators (a registered clinical counsellor and an experienced victim services worker) provided training to 116 victim service providers to enhance their knowledge in responding to and supporting family members of homicide/traumatic loss and/or missing persons
- in 2014/15 consulted with families of missing and murdered women to identify barriers to service and needs in northern and rural communities
- in September 2016, implemented the new provincial policing standards on missing persons investigations which include a requirement to appoint a family liaison to each investigation

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions partially respond to the intent of the recommendation. It has taken steps to make its approach to supporting the families of missing persons more comprehensive, but it has not completed a needs assessment to ensure that these services are meeting the needs of families and friends. Stakeholders suggested that the provincial government's response include a consultation process to identify needs, an access plan so that individuals know how to access services, services that are culturally tailored, and additional counselling services.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government reported that it is still gathering information to shape its strategy. It indicated that it is in the early stages of hiring a victim service worker that will be placed within an RCMP investigative team to provide improved information, support and services to family members and homicide victims. A pilot of this approach is scheduled to take place between 2016 and 2018.

Recommendation 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.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to analyzing missing persons legislation and practices in other Canadian jurisdictions to determine the applicability of missing persons legislation in B.C. It later implemented missing persons legislation.

2. What actions did the provincial government take in response to the recommendation?

The Legislative Assembly passed the *Missing Persons Act* on March 24, 2014. The Act was based on similar legislation in Alberta, Manitoba and Nova Scotia. The provincial government consulted with stakeholders on the Act before and after it was passed.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

The Legislative Assembly brought the *Missing Persons Regulation* into force on June 9, 2015. The provincial government consulted with stakeholders in the development of this regulation.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation with one exception – its new legislation does not include a provision for a comprehensive review of the operation of the Act after five years.

Over the course of our work, we became aware of the following concerns with the *Missing Persons Act:*

- In a letter to the Attorney General and Minister of Justice, the Information and Privacy Commissioner indicated that the *Missing Persons Act* does not provide sufficient transparency, oversight and protection of subsequent disclosure information.
- Numerous service providers and community groups were not consulted on the Act until after it was passed.
- Service providers expressed concern that the information they provide could be used to arrest women, because information obtained through the Act can be used in a related criminal investigation.
- Service providers and community groups expressed concern that the Act could be used by abusive partners to track down a woman who has fled.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government told us that it will monitor the *Missing Persons Act.*

Recommendation 10.3: That Provincial Government commit to moving expeditiously to implement a regional Real Time Crime Centre.

Significant Findings

1. Did the provincial government commit to taking action in response to the recommendation?

The provincial government committed to supporting the implementation of a Real Time Intelligence Centre (RTIC-BC) that is scalable to the province and consistent with the recommendation in the MWCI report.

APPENDIX B: FINDINGS BY MWCI RECOMMENDATION

2. What actions did the provincial government take in response to the recommendation?

The provincial government, in collaboration with the RCMP and six municipal police forces, launched RTIC-BC in June 2014. The centre, which became fully operational in January 2015, is located at the RCMP Headquarters in Surrey, B.C. It allows inter-agency information to be shared more readily, providing police in Metro Vancouver with instant access to real-time criminal investigative intelligence, operational support and analysis. This enhances its ability to investigate missing persons cases and other serious crimes in a timely manner. On July 16, 2016 RTIC began operating 24 hours a day, seven days per week.

The RTIC-BC Steering Committee commissioned the Centre for Public Safety and Criminal Justice Research and the RCMP Research Chair at the University of the Fraser Valley to carry out an evaluation of RTIC-BC's first year of operations. The primary goal of the evaluation was to assess RTIC-BC's service delivery model and to identify areas for improvement that will further the ability of RTIC-BC to achieve its mandate. RTIC-BC is meant to enhance safety by "providing real time operational support to front-line officers and investigators by providing actionable intelligence." This evaluation, completed in December 2015, identified RTIC-BC's strengths and weaknesses, and made a number of recommendations, including changes to RTIC-BC's human resources, practices and policies. RTIC-BC is working to address these recommendations, where permitted by organizational policy and statute.

3. Can the provincial government demonstrate that its actions respond to the intent of the recommendation?

The provincial government has demonstrated that its actions respond to the intent of the recommendation. The RTIC-BC has been fully operational for almost two years, and the provincial government has taken steps to improve its effectiveness.

4. Does the provincial government have any planned actions that respond to the recommendation?

The provincial government plans to expand RTIC-BC to the Greater Victoria area in 2016, and then to the remainder of the province in 2017.

APPENDIX C: WHO WE ENGAGED

Who We Engaged	#
Women's service provider organizations	8
Other social service provider organizations	4
Aboriginal service provider organizations	8
First Nations	4
Local governments	10
Legal organizations	4
Community organizations	3
Police organizations	3
Government ministries and agencies	5

APPENDIX D: THE WOMEN

In memory of the women who were murdered or went missing from Vancouver's Downtown Eastside and the Highway of Tears.

WOMEN FROM VANCOUVER'S DOWNTOWN EASTSIDE

Marlene Abigosis
Sereena Abotsway
Sharon Abraham
Elaine Allenbach
Angela Arsenault
Sherry Baker
Cindy Beck
Yvonne Boen
Andrea Borhaven
Heather Bottomley
Heather Chinnock
Nancy Clark
Wendy Crawford
Marcella Creison
Dawn Crey
Sarah de Vries
"Jane Doe"
Sheryl Donahue
Tiffany Drew
Elaine Dumba
Sheila Egan
Cara Ellis
Gloria Fedyshyn
Cynthia Feliks
Marnie Frey
Jennifer Furminger
Catherine Gonzalez
Rebecca Guno
Michelle Gurney
Inga Hall
Helen Hallmark
Ruby Hardy
Janet Henry
Tanya Holyk
Sherry Irving
Angela Jardine
Andrea Joesbury
Patricia Johnson
Debra Jones
Catherine Knight
Kerry Koski
Maria Laliberte
Stephanie Lane
Kellie Little
Laura Mah
Jacquelene McDonell
Diana Melnick
Leigh Miner
Jacqueline Murdock
Lillian O'Dare
Georgina Papin
Tania Petersen
Sherry Rail
Dianne Rock
Elsie Sebastian (Jones)
Ingrid Soet
Dorothy Spence
Teresa Triff
Sharon Ward
Kathleen Wattley
Olivia William
Angela Williams
Taressa Ann Williams
Mona Wilson
Brenda Wolfe
Frances Young
Julie Young

Source: *Forsaken*, Executive Summary

WOMEN FROM THE HIGHWAY OF TEARS

Aielah Saric-Auger
Shelley-Anne Bascu
Tamara Chipman
Lana Derrick
Pamela Darlington
Alishia Germaine
Nicole Hoar
Monica Ignas
Monica Jack
Colleen MacMillen
Gloria Moody
Maureen Mosie
Delphine Nikal
Micheline Pare
Roxanne Thiara
Gale Weys
Alberta Williams
Ramona Wilson

Source: e-Pana website

AUDIT TEAM

Malcolm Gaston
Assistant Auditor General

Amy Hart
Director

Sarah Riddell
Manager

Lisa Perkins
Audit Analyst

Amanda Welch
Manager, Legal Services

Katie Olthuis
Auditor

OFFICE OF THE
Auditor General
of British Columbia

Location

623 Fort Street
Victoria, British Columbia
Canada V8W 1G1

Office Hours

Monday to Friday
8:30 am – 4:30 pm

Telephone: 250-419-6100
Toll free through Enquiry BC at: 1-800-663-7867
In Vancouver dial: 604-660-2421

Fax: 250-387-1230

Email: bcauditor@bcauditor.com

Website: www.bcauditor.com

This report and others are available at our website, which also contains further information about the Office.

Reproducing

Information presented here is the intellectual property of the Auditor General of British Columbia and is copyright protected in right of the Crown. We invite readers to reproduce any material, asking only that they credit our Office with authorship when any information, results or recommendations are used.



OFFICE OF THE
Auditor General
of British Columbia

SAFETY *and* SECURITY *of* VULNERABLE WOMEN *in* B.C.

A STATUS REPORT IN RESPONSE TO:
FORSAKEN – THE REPORT OF *The Missing Women Commission of Inquiry*

BRITISH COLUMBIA | Ministry of Justice



MESSAGE *from the* MINISTER

The cases of women who were murdered or are missing will not be forgotten. This was a tragedy for the families and friends of these women and for our province. Our opportunity now is to continue to make changes to help ensure something like this never happens again.

Responding to the recommendations included in *Forsaken – The Report of the Missing Women Commission of Inquiry* is a priority for our Government and for the Ministry of Justice. Not only are we committed to creating a legacy of safety and security for vulnerable women, but it is also my hope that the families of these murdered and missing women – along with all British Columbians – can see from this status report that progress is being made.

In the decade which has passed since the period of time under review by the Commission, substantive changes have taken place. In addition to significant reforms in policing practices, there have been national-, provincial- and local-level initiatives to intervene and prevent violence against vulnerable women and to examine issues related to the investigation and prosecution of cases involving the serial murder of women. Work on these issues is ongoing.

Since the release of the *Missing Women Commission of Inquiry Report*, significant action has been taken by the B.C. Government and others and work is underway on many of the recommendations. Steady progress is being made, but we recognize there is more that can and must be done. That is why, through this year's civil forfeiture grants, we will be providing communities with funding to prevent the sexual exploitation and trafficking of vulnerable women, especially Aboriginal young women. Addressing vulnerability issues is critical as we continue in our work, but we cannot undertake this journey alone.

Building on the work done to this point, we are also now engaging with key stakeholders and looking to them for their expertise and advice with respect to the recommendations as we continue to move forward. In addition, we will be starting a multi-phase project to examine how policing is structured and funded to further protect vulnerable women in British Columbia. Important work continues on many fronts, with the recommendations contained in the *Missing Women Commission of Inquiry Report* serving as a blueprint to provide direction as we continue to make progress on our commitment to build a legacy of safety and security for vulnerable women in B.C.



Honourable Suzanne Anton, QC
Attorney General, Minister of Justice

INTRODUCTION

On Dec. 17, 2012, *Forsaken – The Report of the Missing Women Commission of Inquiry (MWCI Report)* was released. The report discusses the findings and recommendations of the Missing Women Commission of Inquiry, which was established in 2010 to examine the police investigations conducted between January 1997 and February 2002 into women reported missing from Vancouver's Downtown Eastside and the circumstances surrounding the decision of the Criminal Justice Branch in January 1998 to stay criminal charges.

This status report provides an overview of activities undertaken since the release of the *MWCI Report* and outlines our plans moving forward.

RESPONSE *to the* RECOMMENDATIONS

The B.C. Government is committed to responding to the *MWCI Report* recommendations as part of its overarching justice reform initiatives. These reforms will improve public safety and access to justice, and guide policing reform and law enforcement over the next several years.

Two key public plans set out the justice reform initiatives: the White Paper on Justice Reform and the draft *BC Policing and Community Safety Plan*. Both reports contain actions in response to a number of the *MWCI Report* recommendations and can be accessed here:
http://www.ag.gov.bc.ca/justice-reform-initiatives/
http://www.pssg.gov.bc.ca/policeservices/publications-index/docs/BCPolicingPlan.pdf

There are also a number of connected initiatives across government that are taking action to address violence against women in all its forms. In addition to the actions outlined in this status report, Government is also implementing B.C.'s three year action plan to combat human trafficking and finalizing a three year provincial plan to address domestic violence. We are also working with our federal, provincial and territorial counterparts on initiatives to prevent and address violence against women.

The *MWCI Report* is comprehensive. It contains 63 recommendations and two urgent measures that cover a wide range of issues, including those to prevent and address violence perpetrated against vulnerable women. This status report outlines the actions taken so far to respond to the recommendations using three broad categories: 1) safety and support for vulnerable women, 2) an effective and accessible justice system and 3) legacy and healing. Advancements on issues in each of these areas have been made, with more to come. The Province remains committed to working with other levels of government, police and communities as we undertake our work in response to the recommendations.

SAFETY *and* SUPPORT *for* VULNERABLE WOMEN

"Most of us will never have to worry about where we will get our next meal, what we will do to get the money we need to live or where we will sleep. We don't understand what it feels like to be consumed by fears about our physical safety and yet afraid to contact the police. On your own, easily forsaken"

– COMMISSIONER WALLY OPPAL, EXECUTIVE SUMMARY OF THE MWCI REPORT, P. 4

Completed Actions:

Improving Services

- Government is providing annual funding of $750,000 (via BC Housing) to the WISH Drop-In Centre Society to improve services to vulnerable women who work in the sex trade in Vancouver. (*MWCI Report* – Urgent Measure #1)
  Status: *Completed, December 2012*

With the new funding that has been provided, the WISH Drop-In Centre has extended their hours of operation and more vulnerable women are now attending and receiving services from the Centre as a result. WISH Drop-In Centre provides women with warm meals, showers, clothing, personal care items and support. The Centre has become a stable and safe place that women can turn to throughout the night, when they face the highest risk to their safety. The extended hours of operation have also meant that staff from the Centre are able to connect more often and in an increasingly powerful way with women.

Preventing Crime and Addressing Violence

- In 2012/13, $1 million in Civil Forfeiture Crime Prevention and Crime Remediation Grants was provided by Government for crime prevention and remediation community initiatives, including funding for projects that prevent violence against women, stop sexual exploitation and combat human trafficking. This includes funding for two outreach workers in the Downtown Eastside who are connecting women involved in the sex trade with information, referrals and emotional support. It also includes several projects where young women at risk are provided with support and mentorship to build their resilience and prevent them from becoming victimized.
  Status: *Completed, March 2013*

- Government released *BC's Action Plan to Combat Human Trafficking 2013-2016* in March of this year. The plan focuses on preventing and addressing trafficking of youth for sexual exploitation and preventing and addressing domestic trafficking of Aboriginal youth. Focus is on the development of age-appropriate information alerting youth to the tactics of traffickers and on identifying culturally appropriate resources to prevent and address human trafficking in Aboriginal communities.
  Status: *Completed, March 2013*

Page 309 of 404 PSS-2018-86101

Actions Underway:

Preventing Sexual Exploitation and Human Trafficking

- Government will provide grant funding to communities to prevent the sexual exploitation and trafficking of vulnerable women – particularly Aboriginal young women as they transition from rural to urban settings. (Rec 6.2)
  Status: *Target Completion: March 2014*

Enhancing Support Services

- Indigenous Cultural Competency Training is taking place for individuals who work with victims and family members across B.C. The training is increasing the knowledge and enhancing the skills of up to 540 workers in delivering culturally sensitive services to Aboriginal people. Ensuring that support services are provided in a culturally sensitive way is important to meeting the needs of victims of crime and family members of missing and murdered persons. The training was developed by the Provincial Health Services Authority and is being provided with the support of the federal government.
  Status: *Target Completion: March 2014*

Vulnerable young women can be drawn into the sex trade or forced to remain there through sexual exploitation and human trafficking. Young women who are marginalized are at particular risk of victimization. This includes Aboriginal young women who are transitioning from the North to an urban centre without supports, resulting in their isolation and further vulnerability. Grant funding will provide communities with assistance to address these issues at a local level – focusing on what will work to prevent sexual exploitation and human trafficking within their particular community.

Increasing Transportation Safety

- The Ministry of Transportation and Infrastructure has assessed the transportation options currently available for communities along the Highway 16 corridor and is planning targeted consultations to identify and promote safe transportation options. (*MWCI Report* – Urgent Measure # 2)
  Status: *In progress*

Context:

Certain recommendations in the *MWCI Report* focus on improving responses to the needs of those who are marginalized and most vulnerable in our society. Although each woman's situation was unique, most women who went missing from the Downtown Eastside were marginalized by a number of factors, including poverty and addiction. Government is committed to improving policies, practices and services to make sure the needs of vulnerable women are appropriately addressed.

Currently, more than $70 million a year is invested in services to support victims of crime in B.C. This includes outreach to vulnerable women who are at risk of victimization, and supports for women who have been victimized. Although a number of services and supports are currently in place, new initiatives have been implemented or are underway as we continue to build upon and improve responses to vulnerable women in B.C. The actions detailed in this report outline new initiatives to provide safety and support for these women.

EFFECTIVE *and* ACCESSIBLE JUSTICE SYSTEM

"Every contact that vulnerable women have with the police is an opportunity for empowerment through active offers of assistance and intervention"

– COMMISSIONER OPPAL, VOL. III OF THE MWCI REPORT, PG. 88

Actions Underway

To work on the development of provincial policing standards, the B.C. government is consulting with a range of police and non-police stakeholders through the Advisory Committee on Provincial Policing Standards (ACOPPS) and other organizations.

Support Bias-Free and Equitable Policing

- Practices and policies of police agencies related to ensuring bias-free policing and the equitable treatment of all people will be examined and where required, audits will be completed. (Rec. 4.1)
  Status: *In progress*

- Training for police officers is being reviewed to determine gaps. Government is building on the established learning strategy for police and reviewing present training and best practices. Where gaps exist, Government will ensure the development of cultural awareness and sensitivity training for all police officers. (Rec. 4.12)
  Status: *In progress*

Development of Policing Standards

- Priority is being given to the development of provincial policing standards consistent with those recommended in the *MWCI Report* including missing persons investigations, major case management, inter-agency cooperation, and bias-free policing.
  (Rec 4.2, 7.1, 7.2, 7.3, 7.4, 8.2, 8.3, 8.4 10.1 &10.2)
  Status: *Target completion, March 2015 and beyond*

Enhancing Police Investigations and Response

- Government is supporting the implementation of a regional Real Time Intelligence Centre scalable to the province. The Real Time Intelligence Centre will ensure that information can be shared more readily and will enhance the ability of police to investigate all crimes, including those of missing persons. (Rec. 10.3)
  Status: *In progress*

- Government is also considering the development of missing persons legislation, which would assist police in their investigations of missing persons. (Rec. 8.1)
  Status: *In progress*

- Work is also underway to review missing person police initiatives across BC and at the national level, which may provide options to improve public access to information about missing persons (Rec. 7.8)
  Status: *In progress*

Page 311 of 404 PSS-2018-86101

Reviewing Police Structure and Governance

- Government is working with key stakeholders to review police structure and models of police service delivery, ranging from further integration to the regional delivery of services while retaining local community-focused policing. A committee of external experts will also be engaged to assist in this work. (Rec. 9.1 & 9.2)
  Status: *In progress*

- Police board structure, function, selection practices and training are being reviewed and enhancements will be made where necessary. Government will also work with the British Columbia Association of Police Boards (BCAPB) and the Justice Institute of British Columbia (JIBC) to develop relevant training opportunities. (Rec. 11.2 & 11.3)
  Status: *In progress*

A multi-phase project will begin in the coming months to examine how policing is currently structured and funded. The project will engage municipal leaders and police agencies working to better define federal, provincial and municipal policing responsibilities, including funding. This will lay the groundwork for exploring new service delivery models while retaining local, community-focused policing.

Enhancing Responses to Vulnerable Witnesses

- A comprehensive policy review related to equality and vulnerable witnesses has been undertaken and an assessment of potential policy changes is currently underway. Action continues to be taken to strengthen prosecution practices. (Rec. 4.3, 4.4 & 4.5)
  Status: *In progress*

- Strategies to strengthen prosecution business processes and promote increased collaboration are being explored, including the possibility of embedding police liaison officers within Crown counsel offices to enhance communication and training related to charge assessment and case management issues.
  Status: *In progress*

The federal government has recently been consulting with the provinces, territories, victims of crime, the public and other stakeholders on the development of a federal Victims Bill of Rights. B.C. supports the federal government in their efforts to ensure that victims of crime are effectively supported through criminal justice processes. The B.C. government has provided input into the consultation process and continues to encourage the inclusion of measures to facilitate the support of vulnerable and intimidated witnesses in the court process as well as other measures aimed at improving supports for victims. (Rec. 4.9)

Context:

A significant number of the *MWCI Report* recommendations focus on how to improve missing person investigations and the entirety of justice system responses in these cases. Since 2002, many changes have occurred in policing and in the justice system. The director of police services is now able to create binding policing standards and authorize audits of those standards. This is to ensure police adopt common approaches to matters such as sharing case information and intelligence that will identify links and patterns in cases and help police work together to apprehend dangerous serial offenders who commit crimes in and across policing jurisdictions.

There is also improved cooperation between police forces through integrated teams (e.g. the integrated Homicide Investigation Team and the Combined Forces Special Enforcement Unit). The Province has invested an extra $22 million a year to support these teams.

The Government is also leading discussions with federal, provincial and territorial officials regarding the murders of marginalized women, and improving the investigation of missing women. The Government has funded ongoing investigations into missing women, including the task force into missing women by over $80 million since 2005. Government also established the BC Police Missing Persons Centre, a resource for police in B.C.

There are still further opportunities for improvement and B.C.'s overarching justice reform initiative sets the roadmap for change. In conjunction with the release of the *White Paper on Justice Reform, Part 2*, Government released a draft *BC Policing and Community Safety Plan*, which was open for public consultation. Once complete, this plan will guide reform in policing and law enforcement over the next three, five and 10 years. Recommendations from the *MWCI Report* have significantly influenced the direction of these justice reform initiatives. Recommendations regarding the treatment of vulnerable victims and witnesses through the court process were also highlighted in the *MWCI Report* and are now the subject of Government action.

The Government is not undertaking this work alone. For example, to further support the analysis and implementation of the recommendations relating to policing reform, Government has struck an advisory committee comprised of members of the BC Association of Chiefs of Police. The Committee brings together subject matter experts to provide strategic advice to Government on specific recommendations as needed.

LEGACY *and* HEALING

"Together, we can and we must, build a legacy of safety to honour the missing and murdered women who are remembered and missed."

– COMMISSIONER OPPAL, VOL. III OF THE MWCI REPORT, PG. 216

Actions Completed:

Consultations

- Appointment of the Honourable Steven Point to champion the implementation of the *MWCI Report* recommendations and engage with family members, community stakeholders and those affected by the recommendations. (Rec. 12.1 & 12.2)
  Status: *Completed*

Actions Underway:

Consultation with Key Stakeholders

- Government is consulting with stakeholders for their input and advice on recommendations, including for example, the Minister's Advisory Council on Aboriginal Women.
  Status: *In progress*

Through the course of criminal justice processes and the Missing Women Commission of Inquiry, victim support was provided to families. This included emotional support, debriefing and crisis intervention services. It also included referrals to community resources, such as local victim service programs, and help connecting family members with ongoing counselling services and other benefits available through the Crime Victim Assistance Program.

The Crime Victim Assistance Program has provided approximately $1.44 million in financial assistance and benefits to families in this case.

Context:

In December 2012, the Honourable Steven Point was appointed to champion the implementation of the *MWCI Report* recommendations and to chair an Advisory Committee on the Safety and Security of Vulnerable Women.

Between January 2013 and May 2013, Mr. Point undertook the important task of engaging with community stakeholders as well as with parties involved in the Missing Women Commission of Inquiry. Government recognizes that the inquiry process itself and the release of the *MWCI Report* was at times challenging, especially for the families. Engaging with community stakeholders and family members has been a vital step in moving towards implementing positive change for vulnerable women in our province. It has been part of the healing needed to move forward.

Mr. Point engaged with an extensive group of stakeholders. This process created an opportunity for important dialogue about the inquiry and the recommendations. Stakeholders that were engaged included: BC Police Complaints Commissioner; Independent Investigations Office; BC Association of the Chiefs of Police; DTES Coalition; Highway of Tears Governing Body; Vancouver Aboriginal Friendship Centre; Aboriginal Life in Vancouver Enhancement Society (ALIVE); Assembly of First Nations; and family members of missing and murdered women, among others.

On May 17, 2013, Mr. Point announced his resignation as Chair of the Advisory Committee on the Safety and Security of Vulnerable Women effective May 30, 2013. The work he undertook provides a solid foundation for the work Government is currently undertaking.

MOVING FORWARD

Since the resignation of Mr. Point, Government has received suggestions and advice from the community and key individuals on how to proceed.

We have explored many possibilities, structures and formats that would best support the creation of a legacy of safety and security for vulnerable women in B.C. We know that advice to Government regarding the recommendations needs to include the perspectives of family members, specific community groups and other key stakeholders.

As the majority of the recommendations are directed to Government, we are taking leadership in their implementation. Given the scope and breadth of the recommendations and those impacted by them, we will proceed with this work by engaging with community stakeholders and others with expertise in areas such as:

- addressing the needs of families whose loved one have gone missing;
- providing services and supports to women in the Downtown Eastside;
- working with Aboriginal communities and supporting Aboriginal women in urban and rural settings; and,
- improving policing and other justice system processes.

As we move forward on specific recommendations we are committed to working with those who have the expertise and we will continue to consult with key government, police and community stakeholders. In addition to consultation work with the B.C. Association of Chiefs of Police Advisory Committee and the Advisory Committee on Provincial Policing Standards (ACOPPs), we have also begun an engagement process through dialogue with members of the Minister's Advisory Council on Aboriginal Women. Government is seeking their advice on recommendations that fall within their mandate. As we continue with our progress, we will seek advice from other key stakeholders in order to create a legacy of safety and security for vulnerable women in B.C.

Page 316 of 404 PSS-2018-86101

BRITISH COLUMBIA | Ministry of Justice

Ministry of Public Safety and Solicitor General
Auditor General's Review of MWCI Response

CONSOLIDATED PREVIOUSLY PREPARED Q and A
REGARDING POLICING-RELATED ISSUES
from various documents prepared around December 6, 2016
****Supplemented by Briefing Notes where noted***

s.13

1. **The OAG has said that government has not responded to the intent of recommendations 9.1 and 9.2 – Why has government not committed to the establishment of a Greater Vancouver police force?**

FROM PREVIOUS Q&A:

- We assessed the recommendation within the context of the entire province, and applied the analysis relating to a Greater Vancouver police force to the entire province. In so doing, it determined that certain aspects of policing could benefit from the regional delivery of specialized services. This resulted in amendments to the Police Act that allows for regulations to be passed to require specialized policing within specified geographical areas. This flexible approach allows for specific policing services to be regionally delivered within the Greater Vancouver area or elsewhere.
- We are committed to further integrating the BC policing structure.
- We established an Expert Committee on Police Structure and Funding (ECPSF) with representation from 18 different groups, including local governments, the BC Police Association, First Nations, UBCM, and other ministries that would consider how to define and clarify policing responsibilities at different levels, consider models of service delivery, and develop options for funding/financing and governance that reflect the responsibility of each level of government.

FROM BRIEFING NOTES:

- Local governments have very different opinions on regionalization of policing and there is no clear consensus either for or against regionalization.

- The cross-jurisdictional nature of crime requires a service delivery model that allows for a cohesive strategy for dealing with modern day policing issues, while at the same time ensuring that communities receive responsive and relevant police services.

- The provincial government has responded to these policing challenges by taking a leadership role in the integration of police services and working with police agencies on the consolidation and integration of services throughout the province.

- The goal has been to create service delivery models that centralize those services that are highly technical, capital intensive, and specialized, while at the same time decentralizing those functions that provide service directly to the public. Integration optimizes operational efficiencies, improves effectiveness, and facilitates the provision of a seamless, integrated professional police service.

2. **The OAG has said that government is not far enough along on recommendations 4.1 and 4.2 to determine if the approach taken addresses the intent – Will you be implementing equality audits and provincial policing standards to promote equality?**

- We made a commitment to create policing standards to promote unbiased policing and to conduct equality audits, where required. The standards will form the basis of any required equality audits.
- The Police Act was amended specifically to allow the government to develop these standards.
- A discussion paper and framework for the promotion of unbiased policing and supporting effective police responses to vulnerable individuals is complete. The framework includes the development of provincial standards, as well as training, public engagement and monitoring. Stakeholder consultation is underway.

3. **The OAG has said that government is not far enough along on recommendation 4.12 to determine if the approach taken addresses the intent – Will you be introducing mandatory training for police concerning vulnerable community members?**

- We have taken a number of steps to address this complex and wide-ranging recommendation. Key progress has been made in a number of areas including:
  - Participating in vetting the Provincial Health Services Authority's San'yas Indigenous Cultural Safety Training (ICS) for the justice sector. The justice version will be piloted with recruits at the Justice Institute of British Columbia (JIBC) Police Academy in early 2017;
  - Leading the development of a customized version of the Fair and Impartial Policing (FIP)© program. BC FIP was successfully piloted and will begin roll-out in 2017.
  - Funding the creation of an online orientation training for police officers to the newly introduced Missing Person Act and the British Columbia Missing Person Investigation Standards, both created as a consequence of recommendations from the MWCI Report.
  - Provided additional funding to the JIBC to address other aspects of the MWCI training recommendation, including ensuring that the Police Academy's core curriculum integrates the principles of cultural competency, bias-free policing, and the treatment of vulnerable persons.
  - As noted in the OAG report, work to develop training to address all aspects of the recommendation is underway.

4. **The OAG has said that government is not far enough along on recommendation 5.4 to determine if the approach taken addresses the intent – Will new full-time sex trade Liasion officer positions be funded in the lower mainland?**

- We did not provide any additional funding towards additional sex trade liaison officer positions.
- Each police agency is responsible for determining operational priorities and for deploying police officers accordingly. Needs vary from one community to the other and police agencies are better positioned to identify what the needs are within their own community.

- Police agencies can determine whether existing front line police officers are currently performing sex trade liaison officer duties and whether there is a need to create additional positions.
- The Provincial Government assisted the BC Association of Chiefs of Police MWCI Committee to develop provincial Sex Work Enforcement Guidelines and Principles for police in BC. This document promotes consistent approaches to sex work enforcement, centred on the safety of persons engaged in sex work and the importance of dialogue and relationship building with sex workers and advocates.

s.13

Page 321 to/à Page 337

Withheld pursuant to/removed as

s.3

RECEIVED
FEB 26 2013
490287
Ministry of Justice
Policing and Security Programs Branch

COPY

GREGOR ROBERTSON, CHAIR
MARY COLLINS, VICE-CHAIR
SHERYL WILLIAMSON, MEMBER
WADE GRANT, MEMBER
WEI SHAO, MEMBER
DONNA BRIDGEMAN, MEMBER
DALGIT SIDHU, MEMBER

February 20, 2013

The Honourable Steven L. Point, OBC
Missing Women Commission of Inquiry
1402-808 Nelson St
Vancouver BC V6Z 2H2

2013/02/26 - copy to Lynn for review - return copy to Clayton Thx. Renee

Dear Mr. Point:

I am writing to advise you that the Vancouver Police Board, at its meeting on February 19th, resolved to communicate to you its position on the four recommendations specific to Police Boards in the Missing Women Commission of Inquiry report. Its position is as follows:

Need to create a SP - Border of.

MWCI Recommendation	Vancouver Police Board Position
That the accountability structure for the Greater Vancouver police force [the recommended regional 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;	The Board supports a Regional Policing model as a more effective and efficient way to deliver policing services in the Lower Mainland. The Board also believes that civilian oversight is vital to effective policing. It would therefore urge the development of a regional force and a corresponding oversight body.
That the *Police Act* be amended to provide that the Mayor is an *ex officio* member of the Board, but has no voting authority;	The Vancouver Police Board has long identified the inherent conflict with the current structure whereby the Mayor is Chair of the Board. Having said that, the Board recognizes that the Mayor's presence on the Board enhances a valuable link with the City. This is an issue where further discussion and analysis would be welcomed.

Cte Sophie as well Phil. 2013/03/05

MWCI Recommendation	Vancouver Police Board Position
That additional steps be taken to ensure representation of vulnerable and marginalized members and Aboriginal peoples on police boards;	The Vancouver Police Board supports the need for broad representation in terms of skills, gender, ethnicity and background on its Board. One of the hurdles to achieving this, to the level desired, is the legislated restriction on the size of the Board (just six volunteer citizens plus the Chair). A larger Board would permit more flexibility in recruitment.
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;	The Board urges that additional support be provided by Police Services to ensure effective governance and would be pleased to work with other police boards in identifying how that support could be utilized most effectively.

The Board also confirmed its commitment to community engagement as a top priority and resolved to continue to implement initiatives which further this goal. The Board would be pleased to participate in any future planning, discussion or implementation strategies around these recommendations.

We look forward to working with you. Should you have any questions, please do not hesitate to contact me.

Yours truly,

Patti Marfleet
Executive Director

cc. Mr. Clayton J.D. Pecknold, Director Police Services
BC Association of Police Boards

WEST VANCOUVER POLICE BOARD

1330 Marine Drive, West Vancouver, British Columbia V7T 1B5 Telephone 604-925-7309 Fax 604-925-5938

March 11, 2013

MAR 25 2013

- copy to Sophie for attention as appropriate
- return copy to Clayton for info thanks, Lorelei

RECEIVED
MAR 15 2013
491178
Ministry of Justice
Policing and Security Programs Branch
→ Scanned

Mr. Jon Eaton, President
BC Association of Police Boards
c/o Police Services Division
Ministry of Justice
Po Box 9285 Stn Prov Govt
Victoria, V8W 9J7

Dear Mr. Eaton:

As a follow up to your email of January 22, 2013 I am responding on behalf of the West Vancouver Police Board. The West Vancouver Police Board met on Thursday, February 28, 2013 and put together responses with respect to the recommendations set out in the report of the "Missing Women Commission of Inquiry" (MWCI).

Outlined below are the recommendations in Part 11 that focus on "Ensuring Police Accountability to the Community They Serve" and the Board's responses:

1. Commissioner Oppal's Recommendation: That the accountability structure for the Greater Vancouver police force [the recommended regional 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:

   ***Board Response**: Much discussion on this topic has taken place since the release of the report. At this juncture, it is commonly felt that this recommendation can only be addressed at a political level. The West Vancouver Police Board does not take a lead role in either supporting or not supporting the Commissioner's recommendation.*

2. Commissioner Oppal's 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:

   ***Board Response**: The West Vancouver Police Board recognizes that the Mayor's presence on the Board enhances a valuable link with the District of West Vancouver.*

3. Commissioner Oppal's Recommendation: That additional steps be taken to ensure representation of vulnerable and marginalized members and Aboriginal peoples on police boards:

   ***Board Response**: The West Vancouver Police Board supports the need for broad representation in terms of skills, gender, ethnicity and background on its Board. It has recently completed a*

"skills matrix" that clearly outlines the current competencies that exist within the current Board. This matrix is used to identify any gaps that may come about as members leave their position upon the completion of their mandate. The West Vancouver Police Board feels that this recommendation is appropriately addressed within its current systems.

4. Commissioner Oppal's Recommendation: 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:

   ***Board Response**: The West Vancouver Police Board has consistently encouraged ongoing training, dialogue and training opportunities for Board Members. The Board urges that additional support be provided by Police Services to ensure effective governance and would be willing to work with other police boards to identify how that support could be utilized most effectively.*

Thank you for the opportunity to provide the perspective of the West Vancouver Police Board on these important recommendations and they also offer to participate in any future planning, discussion or implementation strategies that might be implemented.

Yours truly,

Mayor Michael Smith
Chair, West Vancouver Police Board

copy: Clayton Pecknold
Assistant Deputy Minister & Director of Police Services

White Paper on Justice Reform

PART TWO:

A Timely, Balanced Justice System

February 2013

BRITISH COLUMBIA | Ministry of Justice

Contents

Minister's Message 2

Executive Summary 3

A. Reforming British Columbia's justice system 4

Reaffirming the vision of a transparent, timely, and balanced system 5

White Paper, Part One 5

White Paper, Part Two 6

B. Timely and balanced justice: enhancing access to justice through early assistance 8

Action item 1: Advance family justice reform 8

Early assessment, information, and referral 8

Family legal aid reform 9

Revised child support process 9

Adult Guardianship 9

C. Timely and balanced justice: delivering citizen-focused services 11

Action item 2: Transform dispute resolution 11

Civil Resolution Tribunal 11

Road Safety Systems 11

Tribunal transformation 12

D. Timely and balanced justice: ensuring smart choices at the start 13

Action item 3: Improve early criminal processes 13

Improvements to the charge assessment process 13

Enhancing system-wide knowledge of risk assessment 14

Criminal legal aid reform 14

Restorative justice 14

E. Timely and balanced justice: integrated approaches to protect citizens 16

Action item 4: Undertake public safety reform 16

Examine options for models of policing 16

Crime prevention 17

Crime reduction initiative 17

Action item 5: Protect marginalized women 17

Prevention and protection 18

Modernize reporting and tracking of missing persons 18

Improve criminal investigations of missing persons 19

Vulnerable witnesses and victims 20

Action item 6: Respond to domestic violence 20

Domestic Violence Action Plan 20

Domestic violence units 20

Domestic violence courts 21

F. Timely and balanced justice: implementing programs based on what works 22

Action item 7: Require the use of evidence-based approaches 22

Measurement is an essential part of reform 22

Monitor and evaluate 22

Applying rigour to reform 23

Implementing "what works" 24

G. Conclusion 25

Immediate steps, long-term goals and key milestones 25

By March 31, 2014 25

By March 31, 2015 25

2015 and beyond 26

Looking ahead: ongoing engagement and reform 26

Providing feedback on the white paper on justice reform 27

Appendix 1: Progress on White Paper, Part One commitments 28

Appendix 2: Concordance with recommendations 29

Minister's Message



I am pleased to present the ***White Paper on Justice Reform, Part Two: A Timely and Balanced Justice System***.

This is the second part of our action plan for creating a transparent, timely, and balanced justice system for British Columbians. ***Part One*** focused on establishing a new model for transparent governance of the system and on building business intelligence capacity to create a system that is capable of reform and renewal. ***Part Two*** builds on this foundation and outlines a plan for reforming justice services to the public so that our system is timely, balanced, and more responsive to the needs of citizens.

This plan reflects a wide-range of advice, consultation, and recommendations from participants in our justice system. Last year, government asked Geoffrey Cowper, Q.C. to conduct a review of the criminal justice system and provide advice on how it could be reformed. Government also asked Gary McCuaig, Q.C. to review the charge assessment process used by the Criminal Justice Branch to determine which cases referred by police are prosecuted. As well, I sought the advice of the Legal Services Society on legal aid reform that could contribute to broad justice system reform. At the same time, government initiated an extensive stakeholder consultation process in order to develop a strategic plan for public safety and policing in B.C. This plan is being released for further public consultation at the same time as ***White Paper, Part Two***.

In December, government released the report from Commissioner Wally Oppal on the Missing Women Commission of Inquiry. This report provided a comprehensive review of the circumstances surrounding the investigation of missing and murdered women from Vancouver's Downtown Eastside and made extensive recommendations for improvement. Government has had the opportunity to do an initial assessment of the report, and ***White Paper, Part Two*** outlines our early response. A thorough response to all of the report's recommendations will take time and will be ongoing over the coming months and years, but we are committed to working with communities, police, and other levels of government to implement change.

Part Two presents innovative solutions that allow us to begin work immediately on meaningful changes to the system within the resources we currently have available to us. It also presents intended reforms that we know are needed in our system if we are to achieve our visionary goals. We are committed to implementing all of the reforms we have put forward in this plan, but some will take longer than others and will be fully implemented as additional funding becomes available.

We have already made progress on the commitments that we made in ***Part One,*** and I invite you to take a look at the chart at the end of the document where this progress is outlined. We plan to introduce legislation this spring to formally establish the Justice and Public Safety Council to provide governance and leadership for our system, and government is currently working with justice system participants to plan the first annual Justice Summit. I look forward to ongoing engagement and collaboration with all justice system participants as we move forward to implement the commitments we have made in both ***Part One*** and ***Part Two*** of the ***White Paper.***

Shirley Bond

Honourable Shirley Bond
Minister of Justice and Attorney General

Page 345 of 404 PSS-2018-86101

Executive Summary

Our justice system must be modernized and reformed in a way that meets the needs of British Columbians. In October 2012, government released ***White Paper, Part One: A Modern, Transparent Justice System***, which presented an overall vision for justice reform and outlined a plan to create a transparent justice system that is capable of delivering timely, well-balanced services. ***White Paper, Part Two: A Timely and Balanced Justice System*** expands this reform plan to present a number of short-term and long-term steps that will provide innovative, front-line operations and services to the public in all areas of the law. These steps will put our reform goals into action and make our vision for a timely and balanced system into a reality. ***Part Two*** contains a combination of concrete action items that will begin immediately as well as visionary ideas for change that will be implemented over the long-term as funding becomes available.

Part Two identifies five key themes that form the basis of reform in all areas of the justice system, and within these themes, it presents seven action items to achieve our goals. Our system must focus on ***early assistance to citizens*** to ensure people receive the information, advice, and guidance they need to make early, informed decisions about their circumstances. In family law, government plans to implement a new Justice Access Centre in Victoria in 2013 and, in the future, expand services to rural and remote communities using technology. These centres involve collaboration with other justice agencies and provide services such as early assessment, information, legal advice, and referrals.

The justice system must deliver ***citizen-focused services***. For example, in civil and administrative law, government will shift disputes from the court system and deliver services in ways that meet the needs of the people that use the system. Government is currently working to establish the Civil Resolution Tribunal, which will provide an alternative to court for people seeking to resolve small claims and most strata property disputes. The tribunal will encourage people to use a broad range of dispute resolution tools, including email, phone, and video, to resolve disputes as early and efficiently as possible.

Our system must focus on ***smart choices at the start*** to ensure the most direct route is taken to reach solutions at the outset. It is well-known that the best way to reduce re-offending is to assess the risk to re-offend and match interventions accordingly. Government will act to share evidence-based information about risk assessment practices with police, Crown counsel, defence counsel, the judiciary, and other key justice system participants. This initiative will focus on making sure that offenders receive the right intervention at the right time with the goal of reducing behaviour which leads them to re-offend.

The justice system must value ***integrated and collaborative approaches*** to the way it serves citizens. One of the conclusions of the Missing Women Commission of Inquiry Report is that fragmentation of policing and ineffective coordination between police forces and agencies contributed to the failure of missing women investigations. Government will engage in a process with stakeholders to consider models for delivery of police services, ranging from further integration to the regional delivery of services, while retaining local community-focused policing.

As justice programs are continued and new reform projects undertaken, they must be implemented ***based on what works*** by using evidence-based practices. Government will establish and implement sustainable evaluation standards that are applicable to all justice reform projects, undertake data analysis to better understand system trends, and apply new approaches if research demonstrates the success of these programs and processes.

Moving forward, government will work to implement the commitments made in ***White Paper, Part One*** and ***Part Two*** and will engage with justice system participants to ensure ongoing coordination and collaboration on reform initiatives. Government will also continue efforts to keep the public informed about the progress we make on our goals for a more transparent, timely, and balanced justice system.

A. Reforming British Columbia's justice system

A well-functioning and accessible justice system is an essential component of all democratic societies. It is the responsibility of those who lead and manage the justice system to make changes that focus on modernizing it and meeting the needs of the people who use it. It is imperative that British Columbians have confidence that our justice system works to keep families and communities safe, is accessible and fair, and is managed within available public resources.

Balance provides access for citizens and timely outcomes

In February 2012, government launched the ***Justice Reform Initiative*** to hear from people who work in the justice system and members of the public about the types of reforms they believe our justice system needs. The two parts of the ***White Paper on Justice Reform*** outline a road map for achieving transformation. In October 2012, ***Part One: A Modern, Transparent Justice System*** outlined the overall vision for reform and immediate steps to improve governance, use business intelligence, and enhance planning and decision making to ensure a well-functioning, transparent justice system. Now, ***Part Two: A Timely and Balanced Justice System*** expands government's reform plan and presents steps that will be taken, both immediately and over the long term, to make sure that the justice system is both timely and balanced.

Government is committed to implementing its vision for reform and making the justice system more responsive to the needs of citizens. We plan to implement reform initiatives as quickly and broadly as possible within the resources available to us. ***White Paper, Part Two*** contains a combination of concrete action items that will begin immediately as well as visionary ideas for change that will be initiated in future years.

Reaffirming the vision of a transparent, timely, and balanced system

As described in ***White Paper, Part One***, our system must be strengthened in three ways to become ***transparent***, ***timely***, and ***balanced***.

A ***transparent*** justice system is one where all participants have a common understanding of system trends, where information that shows how the system is operating is shared broadly, and where those who manage and lead the system are ultimately accountable to the public for system performance. We must adopt modern business practices and technology to make sure justice resources are allocated and managed efficiently and effectively with proportionate and timely outcomes. By having a transparent system, we will be better able to provide the services and supports that the citizens of our province expect.

A ***timely*** justice system gives citizens the assurance that it is able to respond to and resolve problems within a reasonable amount of time. Delay is a real and pressing problem that threatens public confidence in the justice system. We must reform processes to reduce delays. While respecting constitutional roles, we need to adopt a common set of measures and goals that will reduce the time to resolution in all types of cases and hold system leaders accountable for taking action to achieve these goals. Putting in place a system-wide approach to scheduling, ensuring modern management practices are used, and focusing on results-oriented reforms will allow us to provide more timely justice to British Columbians.

A ***balanced*** justice system is one where efforts, expertise, and resources are carefully weighed against risk and applied in the most proportionate way across the system. This means that there is a full range of tools available to justice participants and citizens to

resolve legal issues. It also means that these tools are developed based on sound evidence so that we make sure that solutions are proportionate to the problems they are intended to help resolve. By continually striving for a balanced justice system, we can increase accessibility to justice for citizens and ensure earlier resolutions.

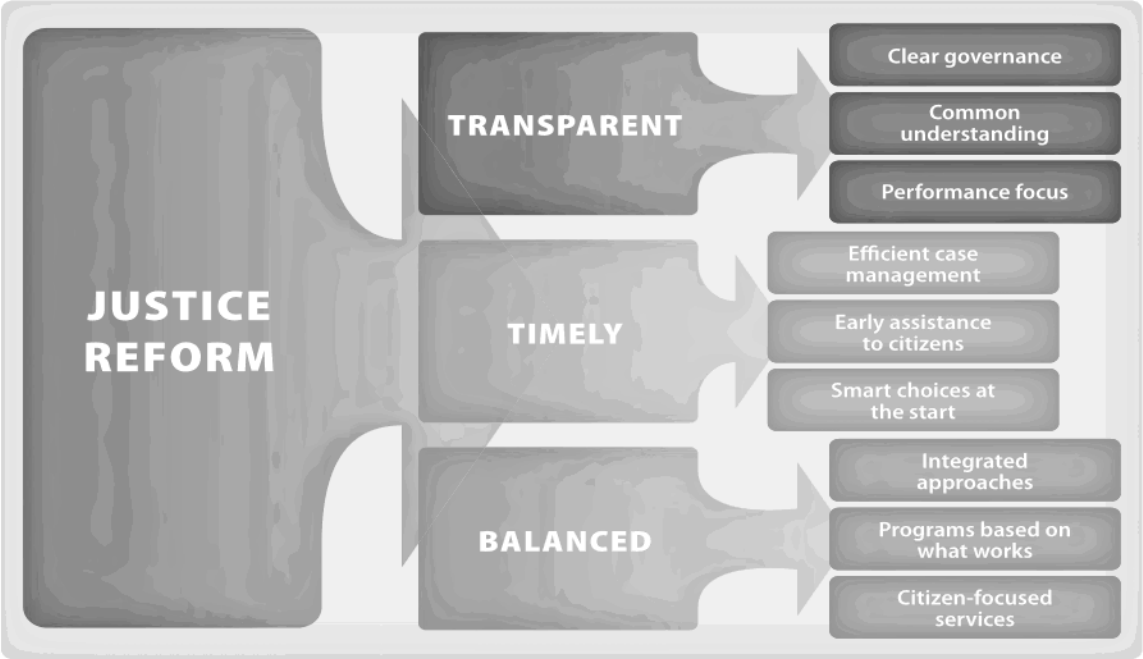


Figure 1: Elements of reform

White Paper, Part One

Drawing on the goals of transparency, timeliness, and balance, government introduced in ***White Paper, Part One*** its plan for innovations in a number of key areas. Transparency is the foundation for a modern justice system. We will ensure the appropriate structures are in place for ***clear governance*** to promote effective leadership and management across the system, a ***common understanding*** among justice system participants about how the system functions, and a clear ***performance focus*** for managers.

Part One included 10 action items to achieve these goals, and government has already made significant progress towards implementation. This spring we will introduce legislation that will formally establish a Justice and Public Safety Council to provide strategic leadership for justice reform and ongoing system planning. The proposed legislation will require the Council to make public an annual Justice and Public Safety Plan, as well as information on clear performance measures to assess progress towards justice reform goals. Government intends to release the first plan in fall 2013. The proposed legislation will also establish regular Justice Summits that will include participation from across the justice system. The first summit will be held in March 2013.

In addition to progress on system governance, government has also made progress on the development of a strategic transformation plan for information technology, created capacity to track information about the charge assessment process, and undertaken analysis of criminal cases before the courts to develop reliable data about these cases. We will continue work to implement the medium and long-term commitments made in ***Part One*** as we also take steps to implement commitments in ***Part Two.***

White Paper, Part Two sets out a number of short-term and long-term steps that will be taken to make the justice system more timely and balanced. ***Part Two*** focuses on innovative, front-line operations and services to the public, as well as internal policy with respect to administrative, civil, criminal, and family law. It has also taken into consideration the findings and recommendations of the Missing Women Commission of Inquiry, which examined the circumstances surrounding the investigation of missing and murdered women from Vancouver's Downtown Eastside, and the key points from the B.C. Policing and Community Safety Plan, which is a strategic plan for policing and community safety in our province.

In addition to fostering the governance and business intelligence framework for transparency presented in ***Part One***, government will promote a cultural shift to a system that:

- focuses ***on early assistance to citizens***: government is committed to changing citizens' experience with the justice system. We want to create a system that increases the likelihood of early resolution, and reduces reliance on traditional, high-cost methods of adjudication. From the beginning of an individual's journey through the system, the options and responsibilities available will be made clear. Early assistance to citizens can help people consider the nature and complexity of their problems and reduce conflict, distrust, and fear. Providing information, education, needs assessment, and legal advice when citizens first enter the justice system will help them make informed decisions about their situation that will often lead to resolutions outside of court.
- ensures ***smart choices at the start***: Although only a small percentage of legal problems end up in court, our justice system is managed as though most cases will. Government is committed to ensuring that the right services and management are in place so that cases are directed down the most appropriate path to resolution from the outset. Making smart choices at the start is integrally linked to early assistance to citizens and focuses on the value of shifting resources to the front-end of the justice system. Once people become involved with the justice system, there may be a range of options available to find a solution to their problem. Early information, advice, and case management will ensure direct and timely resolution of cases.
- values ***integrated approaches***: Citizens are not concerned about which level or area of government delivers a service, only that they are able to receive services seamlessly. Citizens want a system that links justice services with health and social services to facilitate consistent approaches, and allows people to receive assistance when and where they need it. Government is committed to reform that ensures services are coordinated across the justice system, and that recognizes the underlying issues that bring people to the justice system. Taking a more integrated approach will avoid duplication, service gaps, and contradictory approaches. It will also provide greater opportunities to share knowledge and best practices among various service providers and ensure systemic issues are addressed.
- implements ***programs based on what works:*** Measurement is a necessary component of reform, and government is committed to implementing justice initiatives based on evidence and evaluating them based on clear objectives. Citizens must be confident that government applies public resources for the justice system in the most efficient and effective way possible. This means that projects, programs, and ongoing system processes must be initiated and

Page 349 of 404 PSS-2018-86101

continued based on empirical data that shows they work. It also means that demonstrated success and best practices must be shared and applied consistently across the system.

- ***delivers citizen-focused services:*** Currently, people who encounter the justice system find that it does not always serve their needs, and they are not always able to participate in the management of their own cases. The result is a system that is cumbersome, delayed, and expensive for citizens, both as users of the system and as taxpayers funding it. Government is committed to placing the needs of citizens at the centre of service delivery. The justice system must be transformed to that of a service culture, where citizens' needs and outcomes are the focus, and investments in justice services align with best practices.

These five key themes form the basis on which government will implement reform in all areas of the justice system. Changes made in administrative, civil, criminal, and family law will be undertaken with a focus on early intervention, coordination and collaboration, best practices, and citizens' needs.

B. Timely and balanced justice: enhancing access to justice through early assistance

The justice system, unlike other government sectors such as healthcare or education, is not regularly used by citizens. For most people, entering the justice system is a rare occurrence, and can be an unfamiliar and daunting experience. Court is often assumed to be the only way to solve problems. However, the courtroom may not be the best option for many people, and some problems may require a solution outside of the court system. Access to justice must be seen as more than access to court. It involves a range of services that provide citizens with assistance and support to prevent problems where possible, reach early resolution where appropriate, and use the court system only when necessary. Not only is court the most costly option for the justice system, it is also the most costly option for users. By making sure citizens have access to early assistance in the form of information, needs assessment, and advice, government can help people understand their options and make informed decisions. This will ensure the most efficient use of government resources, while at the same time better meeting the needs of citizens.

Access to justice is more than access to court

Action item 1: advance family justice reform

People often become involved with the justice system when families experience breakdown of a common-law or marital relationship. Research shows that taking these disputes through the court system is costly, intimidating, and lengthy. This approach often does not lead to solutions that help create positive relationships between family members, especially when children are involved. For more than a decade, government has implemented significant family justice reforms. The ***Family Law Act***, which will come into force on March 18, 2013, sets out the principles for these reforms. The new ***Act*** puts the best interests of children first and focuses on finding early resolution of disputes without going to court.

Early assessment, information, and referral

Government envisions a family justice system where people have access to information and guidance before they experience the breakdown of family relationships. We want to help people understand both legal and non-legal issues, so they are able to make informed decisions about their circumstances and so they understand the value of resolving disputes without litigation when possible. Resolving matters outside of court is usually better for those involved because it is faster, less expensive, and more flexible as family circumstances change.

Government already assists citizens through a network of 24 Family Justice Centres across the province as well as two Justice Access Centres in Nanaimo and Vancouver. Family Justice Counsellors offer information and education, early assessment, referrals, and dispute resolution to help people with issues related to separation and divorce. They help people find solutions, whenever possible, without going to court. However, if people do need to go to court, they are provided with the help they need to be better prepared. In four locations, early assessment is a requirement of the ***Provincial Court (Family) Rules*** (Rule 5). This means that parties must participate in an assessment meeting with a Family Justice Counsellor before their first court appearance, which often results in early settlements and diverts many cases from court.

Integral to early assessment is determining to what extent, if any, domestic violence may be a factor for families experiencing separation or divorce. The assessment process helps people understand what

services may be appropriate, including dispute resolution services such as mediation. If safety, including the safety of children, is an immediate concern Family Justice Counsellors assist with safety planning.

Commitment: Government intends to expand mandatory early assessment to other court locations in the province.

Justice Access Centres provide even greater assistance to citizens. They are unique in that they provide a single point of entry for family and civil justice services and involve collaboration with other agencies. This approach recognizes that people come to the justice system with multiple issues, including those related to housing, debt, and employment. In addition to the information, assessment, and referral services provided at a Family Justice Centre, people also receive support from other agencies, sometimes located onsite, to help find solutions to underlying problems instead of seeking to resolve only the legal dispute.

Commitment: A third Justice Access Centre is scheduled to open in Victoria in late 2013, and in the coming years, government intends to use technology to provide Justice Access Centre services to rural and remote communities. Government will also evaluate the Justice Access Centre models to determine the best model for service delivery in different communities around the province.

Family legal aid reform

It is important to recognize that there are situations where people need legal information or advice from a lawyer, even when they intend to resolve disputes outside of court. Strategically providing access to legal advice at the right time is proven to increase the likelihood of early resolution. Presently, the Legal Services Society (LSS), which delivers legal aid in B.C., collaborates at six Family Justice Centres and two Justice Access Centres to deliver family advice services, and provides family duty counsel services at courthouses across the province. LSS also delivers legal advice for family matters over the telephone through Family LawLINE, and its family law website is a valuable tool for self-help information. By providing a continuum of legal information and advice services to people as early as possible, government can shift the approach to family justice from an adversarial approach to a problem resolution approach.

Commitment: Government intends to support LSS to expand the family legal aid services it currently provides.

Revised child support process

One specific area of family law that government will reform is the child support process when some family members live outside of British Columbia. Resolving child support issues for inter-jurisdictional cases is more challenging because the process is complex and time-consuming for parents, and results are uncertain. It is also difficult for judges to make decisions because delay means that information may be outdated by the time the case reaches court. A revised system will involve early case management of applications to help parents respond to the needs of their children within prescribed timeframes. It will help family members determine the correct amount of support to be paid and will offer greater flexibility to make changes when family circumstances change. These reforms will be beneficial to citizens because child support cases will be resolved more quickly. Case management will also enable more agreements outside of court, which will increase the capacity in the court system.

Commitment: In 2014, government will implement a revised child support process for inter-jurisdictional cases. The result will provide a model which could be expanded to other types of child support services.

Adult Guardianship

Another area of family law that requires reform is adult guardianship. Adults who face mental incapacity, including syndromes associated with aging such as dementia, and who have not planned for possible incapacity, need a safety net that includes

Page 352 of 404 PSS-2018-86101

modern and effective laws governing adult guardianship. Our guardianship laws should reflect the fundamental principles of autonomy, dignity, and the least restrictive and least intrusive intervention. The current legislation, the ***Patients Property Act***, does not reflect these modern adult guardianship principles. For example, it does not allow planning to be tailored to meet the needs of individual situations or to be easily changed when people's circumstances change.

The ***Adult Guardianship and Planning Statutes Amendment Act***, which has already been passed, strengthens procedural fairness and allows guardianship to be flexible and directed at addressing individual circumstances. The amendments also make sure that the duties of guardians are clearly established, including a duty to foster independence and encourage the adult's involvement in decision-making.

Commitment: Using a phased-in approach, government will bring into force provisions of the *Adult Guardianship and Planning Statutes Amendment Act:*

- **Phase 1**: Some provisions of the ***Act*** came into force on Sept. 1, 2011. These modernized the law relating to the suite of incapacity planning tools, such as enduring powers of attorney, representation agreements, and advance directives.
- **Phase 2**: Provisions of the ***Act*** related to enhancing the rights of adults undergoing the certificate of incapability process will come into force by July 1, 2014. This phase will address 11 of the recommendations made by the Ombudsperson.
- **Phase 3**: Provisions of the ***Act*** relating to court guardianship will come into force following phase 2, once the necessary resource implications are determined and resources are available.

C. Timely and balanced justice: delivering citizen-focused services

A system focused on users rather than managers

Citizens use the justice system in a variety of different ways. They may need assistance in resolving issues associated with a family breakdown, a dispute with a neighbour, or a work-related accident. They may be a witness in a case, a victim of crime, or a victim's family member. They may be someone who is accused of a relatively minor offence or of serious charges, or be a convicted offender. Justice services must be designed to meet the needs of the people who use the system, as opposed to those who manage it. To do this, different services must be matched carefully with different types of problems. They must be available when and where people need them, and they must be delivered using innovative solutions and technology.

Action item 2: transform dispute resolution

Currently, with many disputes, the resolution method is not transparent, timely, or balanced. Citizens with less serious civil and administrative disputes are often faced with processes that are complex, lengthy, and unaffordable. Attending court or an administrative tribunal typically requires citizens to take a day off work, and often they do not have access to the tools they need to prepare. In order to transform civil and administrative dispute resolution in B.C., government will support the shift of disputes from the court system to simplified, user-friendly, administrative processes that will focus on providing early resolution services, including online services. Government will also invest in creating efficiencies in the administrative justice system by investing in user-focused early resolution processes and technology supports.

Civil Resolution Tribunal

Government passed legislation in May 2012 to allow the establishment of the Civil Resolution Tribunal and is now working to implement this alternative to court for people seeking to resolve small claims and most strata property disputes. The tribunal will encourage people to use a broad range of dispute resolution tools to resolve their disputes as early and efficiently as possible, while still preserving formal adjudication as a valued last resort. Canada's first 'online' tribunal, the Civil Resolution Tribunal, will meet citizen needs by making the majority of dispute resolution services available online or by email, telephone, and video. In-person meetings and hearings will also be possible, but will be used only when necessary. These services represent an attempt to modernize the justice system through a focus on meeting citizen needs, user satisfaction, and continuous improvement through innovation.

Commitment: In 2013, government will appoint a Civil Resolution Tribunal chair and will invest in new technology to launch this service.

Road Safety Systems

The Road Safety Systems (RSS) initiative and related changes made in May 2012 to the ***Motor Vehicle Act*** support a new approach to traffic tickets, roadside collision, police reporting, and dispute resolution. Changes to the legislation provide for the establishment of an administrative tribunal, which will shift most traffic disputes out of traffic court. The tribunal will be part of an overall dispute resolution process that encourages early resolution, but makes sure people have an opportunity to be heard by an independent decision maker.

What this means for citizens is that drivers who challenge a driving offence will no longer face the cost and inconvenience of attending court. Instead, the

Page 354 of 404 PSS-2018-86101

majority of traffic disputes will be resolved though an administrative justice model that will allow resolution to be completed by phone. Self-service options will provide citizens with access to online information about the resolution process, information about their specific case, and online payment options. People will see a reduction in the time it takes to dispute issues, and if a driver faces a licence suspension, a faster dispute resolution process means that dangerous drivers will be removed from the road more quickly. Shifting the majority of traffic disputes out of the court system to an administrative justice model will allow more timely and effective access to justice.

In addition to freeing up court time, the RSS initiative will result in more efficient use of police resources. Electronic ticketing at the roadside will free up police to focus on enforcement activities by eliminating the need to appear in traffic court for disputes of minor driving offences. As well, electronic processes will speed the roadside processing time for police and will allow them to obtain driver history information at the roadside, which means they will be able to more quickly remove drivers who pose a threat to other citizens. These processes will ensure more effective and timely intervention with high risk drivers and will also create business intelligence that will inform road safety policies and the deployment of police resources.

Commitment: Over the coming years, government will work to design and implement the Road Safety Systems initiative to shift traffic disputes out of court, improve police efficiency, and make the process more accessible for citizens.

Tribunal transformation

Historically, administrative tribunals have provided a less expensive, more specialized alternative to court, and the tribunal system in B.C. currently provides accessible dispute resolution services. However, government will make sure the administrative justice system operates as efficiently as possible, avoids adversarial court-like approaches to dispute resolution, and is supported by technology that enhances user access. Currently, most tribunals operate in isolation from each other. This makes it difficult to identify sector-wide trends, creates challenges for the implementation of system changes, and means that personnel and technology services are often duplicated.

Commitment: Government will enable tribunals to reduce costs, complexity, and delay for tribunal users by investing in user-focused dispute resolution processes and technology supports.

Efficiencies will be achieved through shared resources, such as staff, office space, and technology. By concentrating resources and subject-matter expertise, tribunals can free up resources to invest in sustaining or improving service. We will apply lessons learned in other jurisdictions as we explore these opportunities for improvements to the tribunal system.

This does not mean that a uniform set of processes and technology will apply to all tribunals. There are often legal and practical reasons for a tribunal to take a different approach to resolution of a dispute based on the nature of the tribunal's mandate, the impact of its decisions, the background of its stakeholders, and the type of tribunal. However, there will be fewer variations between tribunals that are clustered around similar mandates and common sets of stakeholders. Common performance measures, such as time from the filing to disposition and user satisfaction ratings, will inform tribunal users and administrators. This strategy will support change across the entire sector, rather than one tribunal at a time. Through an increased emphasis on dispute prevention, early dispute resolution, and online dispute resolution services, this initiative will result in better service and increased access for users.

Commitment: Government will work with justice system participants to explore opportunities to align the province's tribunals into clusters based on similar mandates and stakeholders.

D. Timely and balanced justice: ensuring smart choices at the start

Early intervention leads to better outcomes

If advice, intervention, and case management are not available to people, they often proceed down a lengthy and costly adjudicative process, when there may be a better way to reach a resolution. This has an impact on the timeliness of the entire system, and means that those cases that do require formal adjudication may be delayed by those which could be better resolved outside of court. In order to make sure that the most appropriate and direct path to resolution is taken from the very beginning, government will expand the use of evidence-based approaches in problem solving and improve information sharing, services, and case management. One key change needed to make this work is to encourage justice system participants to share information, commit to streaming cases to early resolution options, and use the courts only when necessary. In particular, organizational self-interest must be set aside in favour of a clear focus on fair and timely results for citizens.

Action item 3: improve early criminal processes

The high number of unresolved criminal cases within the court system is related to increasing complexity of cases. This, in turn, increases the overall length of time required to resolve a case. New tools and alternate processes are needed to resolve criminal cases outside of the court system when possible, and to more efficiently process those that proceed through the court system. In criminal matters, better outcomes and earlier resolution depend on a clear understanding of the needs of and risks posed by the accused, including the risk of reoffending and factors that contribute to criminal behaviour. When this knowledge is properly analyzed and applied, it will lead to the matching of services to the individual. This will maintain public safety and uphold the rule of law while also benefiting the offender and reducing the risk of further criminal behaviour.

Improvements to the charge assessment process

In British Columbia, police investigate crimes and prepare a Report to Crown Counsel recommending criminal charges. Crown counsel are responsible for determining whether or not to charge someone with an offence. When making this decision, the charge assessment standard requires Crown counsel to apply a two-part test. The first part is the determination of whether there is a substantial likelihood of conviction, an evidentiary test to assess whether there is a strong case to present in court. The second part is a determination of whether a prosecution is in the public interest by considering the particular circumstances of each case and offender, as well as the concerns of the local community.

Effective charge assessment relies on communication and a constructive working relationship between police and Crown counsel at an early stage. This will make sure reports to Crown counsel are properly completed and the necessary information is provided. Improving communication between police and Crown counsel will ensure efficient case management from the beginning and improve the timeliness of cases.

Commitment: A number of initiatives will proceed to identify and implement improvements that can be made in communications between police and Crown counsel.

These include:

- an improved disclosure agreement;
- training materials; and

- new processes that will support the development of a closer working relationship between police and Crown counsel.

Enhancing system-wide knowledge of risk assessment

Research shows that the best way to reduce re-offending is to assess the risk to re-offend and, subsequently, to make sure the right intervention is matched to the right person at the right time. As risk increases, the level, intensity, and type of intervention needs to be adjusted. Referring low-risk individuals to treatment programs with the intention of preventing escalating criminal behaviour or over-supervising low-risk offenders can actually increase their risk of reoffending. It is, therefore, important for public safety and fiscal responsibility that interventions are carefully matched to risk. In addition, when interventions are applied, they must be directly linked to risk factors that actually relate to criminal behaviour. To provide offenders with the best possible opportunity for success, interventions must be tailored to their individual learning style, abilities, and strengths.

Risk assessment is currently used in some parts of the justice system, but not all. By creating a better understanding of risk assessment, the likelihood that offenders will receive dispositions that address their risk factors and needs will increase, which will ultimately reduce reoffending. It will also lead to better communication among justice system participants and ensure a consistent approach to the management of offenders across the system.

Commitment: Government will act to share evidence-based information about risk assessment practices with police, Crown counsel, defence counsel, the judiciary, and other key justice system participants.

Criminal legal aid reform

When people are accused of a crime, it is important that they have access to timely legal advice to understand the nature of charges against them and the options they have to respond to the prosecution. When people receive advice early in their case, they have the support they need to resolve their case more quickly, usually without going through a lengthy court process. An expanded duty counsel model assigns one lawyer to the same court location on a continuing basis. For a limited period of time, this duty counsel retains conduct of non-complex files and those that can be resolved in that time period. During that time, the duty counsel takes instructions, obtains disclosure, and attempts to resolve matters. A non-lawyer service provider may also support the duty counsel to assemble background information and assist the accused in accessing services that may help address underlying, non-legal problems such as housing or health issues.

Expanded criminal duty counsel has the potential to generate justice system efficiencies and savings through earlier resolutions and the reduction of administrative appearances. Providing the accused with access to continuing legal advice and expanded representation at the front-end will facilitate informed and early decisions. This means cases that can be resolved quickly, will be, thus freeing up court time for cases that are more complex.

Commitment: Government intends to support the Legal Services Society to test expanded criminal duty counsel.

Restorative justice

Restorative justice is an option for addressing criminal prosecutions by repairing the harm caused to victims of crime. It is typically achieved through a process that addresses victims' needs and holds offenders accountable for their actions. Restorative justice can provide opportunities for victim participation, community involvement and can hold offenders accountable in a meaningful way. Government supports the delivery of community-based restorative justice approaches to crime through Community Accountability Programs. These programs involve funding to communities for training-related activities, volunteer outreach and coordination, and support for ongoing operations. There are currently about 50

programs in operation across the province taking on low-risk cases, which are referred by local police departments, schools, First Nations Bands, and Crown counsel.

Commitment: Government will continue to expand and support existing Community Accountability Programs, including a training initiative that is currently underway.

In addition, the Inter-ministry Committee on Restorative Justice was established to articulate a coordinated and connected vision for restorative justice within government and to advance a strategy for promoting best practices. It includes representation from the ministries of Justice, Children and Family Development, and Environment to ensure a cross-sector approach.

Commitment: The Committee is exploring opportunities for restorative justice within existing resources, and government intends to expand the use of restorative justice as additional funding becomes available.

Page 358 of 404 PSS-2018-86101

E. Timely and balanced justice: integrated approaches to protect citizens

Improved community safety through collaboration and coordination

Public safety is a key component of our justice system. The cost and complexity of policing is increasing for various reasons such as advances in technology, new types of criminal behaviour, and globalization of crime. Government has a responsibility to set the strategic direction for policing in order to ensure that policing is able to respond to these challenges. To do so, government will continue to actively engage with communities on strategic reform that will make sure policing is adequate, effective, sustainable, and representative of community values. It is critical that policing and community safety initiatives are implemented in a way that is proportionate to the needs and vulnerability of specific groups of individuals.

Government must also ensure the protection and support of society's most vulnerable citizens, including marginalized women and victims of domestic violence. Government has an obligation to make sure that all citizens, regardless of their background or circumstances, are treated equitably and fairly by the justice system, and to make sure that services are equally available to everyone. Justice system participants should have knowledge of cultural sensitivities and the circumstances of vulnerable people, and justice policies and practices should reflect this knowledge.

Action item 4: undertake public safety reform

In early 2012, government initiated community consultations and stakeholder engagement in order to develop a strategic policing and safety plan that meets and responds to communities' and citizens' needs. A key topic of discussion during the consultations was the desire to see the provincial government provide stronger leadership, better coordination of services, and alignment with key public safety priorities. In addition to stakeholder input, the B.C. Policing and Community Safety Plan (the Plan) was informed by recommendations made in the Report of the Missing Women Commission of Inquiry (the MWCI Report). The Plan is being released for consultation at the same time as this White Paper. It contains 16 action items with the overall goal of a modern law enforcement framework for British Columbia.

Examine options for models of policing

Development of the Plan involved community consultation and stakeholder engagement, and consultations will continue into the future as the Plan is implemented. As part of the Plan, the provincial government will engage with federal and municipal governments to determine responsibilities and funding options for policing. These two requirements were raised consistently in the consultations across the province.

One of Commissioner Oppal's conclusions in the MWCI Report was that fragmentation of policing and ineffective coordination between police forces and agencies contributed to the failure of missing women investigations. As a result, he recommended the establishment of a regional police force for Greater Vancouver to improve overall capacity and effectiveness, communication, access to information, and accountability.

Commitment: Government will work with key stakeholders, beginning in 2013 and with a target date for completion in March 2015, to commence a comprehensive project that will:

Page 359 of 404 PSS-2018-86101

- Define and clarify policing responsibilities at the federal, provincial, and municipal government levels;
- Consider models of service delivery ranging from further integration to the regional delivery of services while retaining local community-focused policing; and,
- Develop options for funding models that reflect each level of government's policing responsibility and distribute costs accordingly.

Crime prevention

Overwhelmingly, during the consultations to develop the Plan, stakeholders pointed out the effectiveness of crime prevention by addressing underlying cyclical, cultural, and generational factors that lead to crime. There was clear interest among stakeholders to see the provincial government demonstrate strong leadership through the development and implementation of a provincially led crime prevention strategy. Measures for effective, evidence-based crime prevention approaches, along with opportunities for communities to share and explore best practices have been identified as important features of such a strategy. There is a need to balance provincial leadership with local coordination to ensure communities have the flexibility to tailor approaches to their own unique needs.

Government will create a committee to explore options for crime prevention programming with the goal of sharing and promoting best practices. Consideration will be given to exploring partnerships with academic institutions and organizations that have the capacity and expertise to carry out this work to ensure a more integrated approach to crime prevention. The committee will also explore opportunities to promote increased awareness and responsibility and provide citizens with simple tools and actions to improve the safety and well-being of their communities.

Commitment: Government will establish an Inter-ministry Committee on Crime Prevention that will develop a Provincial Crime Prevention Strategy by March 2014.

Crime reduction initiative

While crime prevention involves steps to address the root causes of crime before it occurs, crime reduction involves direct action against high-volume criminal behaviour in communities. This includes techniques like crime hotspot analysis and identification of patterns of crime and proactive management of prolific offenders. Recent years have seen the emergence of crime reduction initiatives by various police agencies in British Columbia, but more systematic work and evaluation is needed. The Ministry of Justice will work with the British Columbia Association of Chiefs of Police and municipalities to help set the strategic direction for the initiative, which will include tools for both the public and police on best practices in crime reduction.

Commitment: Government is committed to supporting the implementation of an evidence-based, province-wide Crime Reduction Initiative in consultation with the British Columbia Association of Chiefs of Police and local governments. Work commenced in 2013 and development will continue with implementation targeted for March 2015.

Action item 5: protect marginalized women

A goal for the justice system should be to increase the safety of vulnerable members of society. One aspect is the vulnerability of marginalized women, as highlighted in the MWCI Report. It contains analysis and recommendations related to the police investigation of women reported missing from Vancouver's Downtown Eastside between 1997 and 2002 and the circumstances surrounding the Criminal Justice Branch's 1998 decision to stay charges against Robert Pickton related to a violent assault. The MWCI Report focuses on the justice system's failed response to the missing women, the systemic discrimination inherent in this failure, and the need to improve the response to specific needs of marginalized persons and Aboriginal women in particular. Government is

Page 360 of 404 PSS-2018-86101

committed to improving its policies, practices, and services to make sure that those needs are addressed.

The MWCI Report makes reference to the January 2012 national report from the Missing Women Working Group on missing and murdered women in Canada. The national work, led by British Columbia, addressed prevention, intervention, investigation and prosecution issues associated with cases involving serial murders of women.

When the MWCI Report was released, government announced the appointment of the Honourable Steven Point to chair an Advisory Committee on the Safety and Security of Vulnerable Women. Ensuring a thorough and meaningful response to all of the report's recommendations will take time and will be ongoing over the coming months and years. Government, however, has undertaken an initial assessment of the report and is first setting out a process for identifying issues that have already been addressed, those that are able to be addressed in the near future, and those that will require further examination and substantial funding commitments.

Prevention and protection

The women who went missing from the Downtown Eastside were marginalized by a number of factors, including poverty, addictions, and mental illness. Many had moved to Vancouver from remote communities outside of the Lower Mainland and, with few resources at their disposal, became involved in the sex trade. Effective responses to these vulnerable youth and women requires building on existing knowledge about the reasons people become involved in the sex trade, opportunities for prevention, and options to increase safety for those already in the sex trade.

Government has responded to the MWCI Report recommendations regarding additional specialized services for marginalized women and youth by committing $750,000 to the WISH Drop-In Centre Society to allow it to expand its services to vulnerable women who work in the sex trade in Vancouver. Government has also committed to work with key communities to identify options for safer transportation opportunities along the Highway 16 corridor, known as the Highway of Tears, where a number of women have gone missing or been murdered in recent years.

The MWCI Report notes that police need to develop better relationships with marginalized communities, including Aboriginal groups, for the purpose of providing protection, warnings of serial predators, and developing intelligence on suspects who may perpetrate attacks on vulnerable women. These linkages are valuable in establishing whether a woman has gone missing and for how long, vital information in commencing an investigation. Legislative options, such as additional protection orders, may also be useful in providing protection for vulnerable women.

Commitment: Government will work with the Advisory Committee, led by Steven Point, to identify how government can assist communities to implement locally appropriate measures for supporting their vulnerable youth and women. This will include a review of options for community-police linkages, community mobilization and networks, and legislative measures that could provide additional protection for this vulnerable group.

Modernize reporting and tracking of missing persons

The MWCI Report details inadequacies in the police response to citizens who reported missing women, including how the reports were taken, recorded, investigated, and prioritized. It also reports that the public is largely unaware of how to make these reports, including who can report and when. Recommendations for improvement included developing police standards for missing persons reports and investigations and measures to increase the public's involvement in these investigations. As an example, a provincial missing persons website could provide information to the public as well as allow the families of the missing person to obtain current information on the investigation. The RCMP have a missing persons centre and are establishing links with the National Centre for Missing Persons

and Unidentified Human Remains. The centre has a database and website that will address a number of concerns raised in the MWCI Report. The importance of proper investigations of missing persons extends beyond marginalized women to other vulnerable groups. The MWCI Report suggests that British Columbia establish a provincial partnership committee on missing persons to review standards, identify gaps, and put together protocols between agencies.

Commitment: In consultation with key stakeholders, government will consider these recommendations in the context of the ongoing development of policing standards and other reforms in response to the MWCI Report.

Missing persons cases often require rapid action by police in order to avoid serious consequences for the victims. Police need current information, such as financial, cell phone, health, and other records to help track the recent movement of the person. Currently, there are barriers to accessing this information, even in urgent circumstances, if there is no evidence that a crime has been committed. Missing persons legislation could overcome some of these barriers by establishing a process for police to obtain this information. Not only would this assist in finding missing persons, the information available could help police determine whether the case should be escalated to a criminal investigation. Currently four other provinces have enacted missing persons legislation, and in 2012, Provincial and Territorial Justice Ministers endorsed the development of uniform missing persons legislation so that cross-jurisdictional investigations can be facilitated.

Commitment: Government will examine legislation and practices developed in other Canadian jurisdictions to determine whether similar legislation should be enacted in B.C.

Improve criminal investigations of missing persons

The MWCI Report identifies a number of critical failures in the police investigations of the missing women. These included aspects of departmental policies that delayed investigations, poor risk assessment, and variations in missing person policies between police agencies, which created confusion about responsibility for an investigation. The MWCI Report also noted the failure to make the transition from a missing person to criminal investigation and implement the Major Case Management (MCM) model for managing investigations. MCM would have enabled police to track and follow investigative leads, receive and process information effectively, and ensure accountability of the investigative team. Amendments to the ***Police Act*** in 2012 granted authority to the Province to set provincial policing standards in relation to cooperation and coordination among police agencies in complex investigations involving serious crimes.

Commitment: Government will develop standards and best practice protocols for the investigation of missing persons, complex investigations involving serious crimes (including electronic Major Case Management solutions), and cooperation and coordination amongst police agencies.

The MWCI Report also notes that systemic bias was evident in the investigations and police treated the cases of missing marginalized women as a low priority. It recommended that government conduct 'equality in policing' audits under the authority of s. 42 of the ***Police Act*** and create an explicit duty for police to deliver services in a non-discriminatory manner.

Commitment: Government will conduct a study to examine the practices and policies of police agencies in B.C. related to ensuring bias-free policing and will, where required, make sure audits are completed and standards are developed related to bias-free policing and the equitable treatment of all persons.

The MWCI Report recommends training for all police officers that includes mandatory cultural awareness and sensitivity training courses. In collaboration with stakeholders, a review of present training and best practices related to cultural awareness and sensitivity training for police will be completed.

Page 362 of 404 PSS-2018-86101

Commitment: Government will ensure the development and delivery of cultural awareness and sensitivity training for police officers in the province, particularly related to the cultural implications of violence against women in a range of settings including family violence, childhood sexual exploitation, and violence against women in the sex trade.

Vulnerable witnesses and victims

The MWCI Report makes recommendations with respect to vulnerable victims and witnesses to facilitate and support their participation in the criminal justice system. These include providing a dedicated victim/family liaison person to provide ongoing information about the case, assist in the relationship between the families and the media, and ensure compassion during the investigation. Vulnerable witnesses require ongoing support, beginning early in the investigation and continuing through the trial.

Commitment: Government is committed to providing supports and examining how these services could be improved.

The MWCI Report also details the failure to provide adequate support for witnesses who are seen as unreliable. This can impede the prosecution of cases that rely on evidence from these witnesses. The MWCI Report noted that progress has been made in research on the memory capabilities of these persons, which could assist prosecutors in obtaining reliable evidence from them. In addition, prosecution policies should also make sure that equality is recognized as a fundamental principle in the prosecution of these cases, and that specific guidance is given on cases involving vulnerable women.

Commitment: Government will review the research on the memory of vulnerable witnesses and incorporate it into training materials for justice system participants, including prosecutors. Prosecution policies, including those that guide the exercise of prosecutorial discretion, will be reviewed to ensure that equality is recognized as a fundamental principle.

Action item 6: respond to domestic violence

Domestic Violence Action Plan

Domestic violence is a serious issue that has devastating impacts for families and communities, and lifelong damaging effects on the children involved. In March 2012, the Representative for Children and Youth (RCY) released an investigative report into the deaths of three children and their exposure to domestic violence. As an immediate response to this report, government established a new Provincial Office of Domestic Violence (PODV), which is responsible for making sure all provincial policies, programs, and services related to domestic violence are delivered in an integrated manner. It is also responsible for monitoring, evaluating, and reporting on the responsiveness and effectiveness of these initiatives.

In October 2012, the PODV released a response to the RCY report findings and recommendations, which made commitments for action. These included introducing an enhanced flagging system for Crown counsel to improve identification of files involving child victims, reviewing the processes for after-hours bail decisions conducted by teleconference (telebail) in domestic violence cases, training of justice system staff, and reviewing domestic violence community coordination initiatives.

Commitment: By June 2013, the Provincial Office of Domestic Violence will deliver a multi-year action plan that will identify a comprehensive approach to addressing domestic violence across government.

Domestic violence units

Domestic violence units bring together police, victim services, and child protection workers in one location to provide an integrated approach to domestic violence cases. These units conduct investigations,

formal risk assessments, safety planning, and victim-specific support for high-risk cases. There are currently four Domestic Violence Units operating in Vancouver, New Westminster, Abbotsford, and the Capital Region. These units are a proven option for enhancing the criminal justice system response to domestic violence.

Commitment: Government intends to work with communities to expand the number of Domestic Violence Units in the province.

Domestic violence courts

Several reports in recent years, including the RCY report, have recommended the establishment of specialized domestic violence courts. These courts are intended to bring together specialized professionals in order to provide an integrated response to domestic violence cases from various sectors, including police, Crown counsel, victim services, child protection, corrections, and community organizations. They are also intended to provide targeted interventions to better support victims and increase offender accountability.

Commitment: Government is committed to working with the judiciary and other justice system participants to explore the establishment of a framework for domestic violence courts. Such a framework would establish a set of common goals for any specialized court initiatives that take into consideration best practices and outcomes from jurisdictions that have implemented such courts.

Page 364 of 404 PSS-2018-86101

F. Timely and balanced justice: implementing programs based on what works

Reform based on evidence not anecdotes

In the past, many projects have been initiated, continued, and even expanded based on anecdotal information from people who use, work in, and manage the system. This standard is not high enough. New initiatives must be undertaken based on evidence of the nature of problem and the need for a specific type of intervention. They must also be evaluated based on clear and commonly agreed upon objectives. When initiatives show demonstrated success, the results must also be shared and applied consistently across the system.

Action item 7: require the use of evidence-based approaches

A balanced justice system, where resources are applied proportionate to the risks presented, must be one in which reforms are measurable, sustainable, and grounded in rigorous analysis of system data. Reforms must be evidence-based. To achieve this, significant change is required in the way reforms are developed and measured within the system. Change is also necessary in the system's culture, with respect to the acceptance of measurement as a necessary aspect of reform activity and as an important tool in dismantling a culture of delay.

Measurement is an essential part of reform

The justice system contains many processes. The importance of the system has meant that in the past, when problems with these processes were identified, solutions were often quickly applied. However, too often solutions have been implemented with a sense of urgency before problems have been appropriately measured and before the expected impacts of the solutions have been clearly specified. Past solutions in justice have often been implemented through reliance on anecdotal analysis without rigorous data analysis. The consequences of this approach are that system problems have been only loosely identified, and the impacts of prospective solutions have in turn been poorly tracked. In view of the scale of investment in the justice system, this approach must change.

Commitment: The impacts of justice reforms must be clearly demonstrated when compared to original baseline measures. Through the adoption of contemporary performance measurement and project management practices, new justice reform projects undertaken will have three important common characteristics:

1. **Clear problem definition:** Problems requiring innovation and reform will be clearly specified at the outset of any reform activity. Where the problem is associated with correcting a pattern or a trend, the problem will be stated in clear empirical terms.
1. **Clear definition of success:** Similarly, the intended outcomes of reform projects will be stated clearly before the project is started. It must be clear to observers at the outset what project success will look like from an objective standpoint.
1. **Clear method of measurement:** The method of measuring reform outcomes and reporting on progress of any given project will be plainly stated and communicated frequently and publicly.

Monitor and evaluate

In scientific research, the measures of a successful experiment must be free from bias and have the ability to be verified objectively. This means that

it must be possible to prove whether or not the experiment ***worked***. Similarly, when government invests in program reform on behalf of citizens, it is vital that we are able to demonstrate objectively whether intended results were achieved.

Reform projects require clear objectives that are understood and agreed upon by project participants and remain consistent throughout the life of the project. Knowing whether or not any particular project worked – ***evaluation*** – requires sound methodology that has the ability to demonstrate quantifiable change. Citizens must be confident that public resources are being invested in initiatives that improve the system, and that projects or processes are adjusted or discontinued when they are not working. Expected outcomes, monitoring, and evaluation plans will be made clear, and communicated internally and to the public in plain language, at the outset of projects.

Commitment: Government will establish and implement sustainable evaluation standards, applicable to all justice reform projects.

Applying rigour to reform

Two areas of immediate concern to the timeliness of the system are the increased volume of administration of justice offences, and the significant time and resource costs associated with large criminal cases. Ongoing work on the outcomes of the Downtown Community Court is also relevant to timeliness, as well as to efficiency and service delivery concerns. All three issues are ideal for the application of enhanced rigour and measurement.

Administration of justice offences are used to help manage offenders and accused in the community, and may be laid when an offender or accused violates terms set out in a court order. They include such offences as failure to appear in court, breach of a probation order, or being unlawfully at large. As a percentage of overall court cases, the category of administration of justice offences has increased over the past 10 years. The reasons for this are not well understood, and the ways in which different organizations and agencies, such as police, prosecution, and corrections, pursue these charges have not been explored thoroughly. The resource implications of the growth in this category of offence – their impact on court volumes – may be very significant.

Large criminal cases present a similar area of resource concern combined with unclear data and complex multi-agency involvement. Large criminal cases create disproportionate financial, personnel, and procedural pressures on the justice system. While there is a general belief that problems and inefficiencies are related to case management and the pre-trial process, the causes of inefficiencies and significant cost drivers have not been identified empirically to date. Large criminal cases require significant resource commitments from all areas of the system, and the actions or inactions of one area have significant impacts on other areas. It is therefore imperative that a systemic and integrated approach be taken to identify and address problems associated with large criminal cases.

Commitment: Given the complexity of both these areas of concern, government will undertake specific reform projects with respect to: (a) understanding the growth in administration of justice offences; and (b) cost and resource containment in large criminal cases. In these, as in other reform projects, the measurement characteristics identified above will be clearly exhibited.

Vancouver's Downtown Community Court (DCC) was implemented in 2008 to test an integrated delivery model for justice, health, and social services to deal with offenders more quickly and efficiently. The outcomes from this pilot will inform other communities in the response to offenders with multiple needs. The DCC continues to be a priority for government, and its final evaluation, which includes a report on offender outcomes and recidivism rates, will be released in fall 2013.

Commitment: In consultation with the judiciary, government will take into consideration results of this evaluation as well as evidence from other specialized court models to develop

an evidence-based, integrated, and strategic approach for specialized court initiatives in the province.

Implementing "what works"

Well established justice practices from other jurisdictions are often supported by extensive validation and cumulative research. Through an annual research plan, linkages between justice system priorities and solidly researched approaches from other jurisdictions will be used to promote reform activity in British Columbia. Where established research demonstrates the success of a program or process, we will make sure this knowledge is applied where it may be beneficial.

An opportunity to apply the "what works" approach exists with respect to research on recidivism, the risk of repeat offending. Research has long established that offenders vary in the risk to re-offend. BC Corrections, like many other correctional organizations, uses assessment tools to determine whether an offender is at high or low risk of reoffending. This helps determine the most appropriate intervention for that individual and enhances public safety.

This same knowledge of offender history, circumstances, and likelihood to re-offend may well be applicable more broadly across the justice system. It may, for example, be useful during the pre-trial process to inform the bail and sentencing positions of Crown counsel and defence counsel. Research studies in the United States have shown benefits to the accused, the justice system, and to public safety when pre-trial risk assessments for bail decisions are completed.

Commitment: Government will conduct a feasibility study regarding the application of a pre-trial risk assessment tool in British Columbia and provide recommendations for implementation.

Page 367 of 404 PSS-2018-86101

G. Conclusion

Part Two of the White Paper on Justice Reform lays out seven action items to be implemented by government.

Immediate steps, long-term goals and key milestones

For the initiatives noted in this document, government has set out the following milestones:

By March 31, 2014

- Open a new Justice Access Centre in Victoria
- Implement a revised child support process for inter-jurisdictional cases
- Appoint the Civil Resolution Tribunal chair and invest in new technology to launch the tribunal
- Proceed to identify and implement improvements in communications between police and Crown counsel
- Share evidence-based information about risk assessment practices with police, Crown counsel, defence counsel, the judiciary, and other key justice system participants
- Support existing Community Accountability Programs, including a training initiative that is currently underway
- Establish an Inter-ministry Committee on Crime Prevention and develop a Provincial Crime Prevention Strategy
- Act on a number of priority recommendations from the Missing Women Commission of Inquiry based on advice received from the Advisory Committee on the Safety and Security of Vulnerable Women
- Determine whether missing persons legislation should be enacted in B.C.
- Review the current police training curriculum to ensure it incorporates the key values inherent in culturally sensitive policing
- Review policy that guides prosecutorial discretion on charge assessment to ensure equality is recognized as a fundamental principle
- Deliver a multi-year action plan on domestic violence
- Connect with the judiciary and other justice system participants to explore a framework for domestic violence courts that ensures a coordinated, sustainable, and evidence-based approach
- Establish and implement sustainable evaluation standards, applicable to all justice reform projects
- Initiate reform projects to understand the growth in administration of justice offences and the cost and resource containment of large criminal cases
- Initiate a study to determine the feasibility of a pre-trial risk assessment tool for criminal cases

By March 31, 2015

- Bring into force provisions of the ***Adult Guardianship and Planning Statutes Amendment Act*** related to enhancing the rights of adults undergoing the certificate of incapability process
- Design and develop the Road Safety Systems initiative
- Work with stakeholders to define and clarify policing responsibilities and develop options for funding models at the federal, provincial, and municipal government levels
- Engage in a process with stakeholders to consider models for police service delivery ranging from further integration to the

regional delivery of services while retaining local community-focused policing

- Develop options for funding models that reflect each level of government's policing responsibility and distribute costs accordingly
- Support the development of a province-wide Crime Reduction Initiative in consultation with the British Columbia Association of Chiefs of Police and local governments
- Conduct a study to examine practices and policies of police agencies related to bias-free policing and determine where audits are needed to ensure the equitable treatment of all persons
- Complete the development of policing standards governing the investigation of missing persons, Major Case Management, and inter-agency cooperation and coordination
- Connect with the judiciary and other justice system participants to consider an evidence-based, integrated, and strategic approach for specialized court initiatives in the province

2015 and beyond

- Expand mandatory early assessment in family disputes to other court locations
- Use technology to provide Justice Access Centre services to rural and remote communities
- Comprehensively evaluate the physical and virtual Justice Access Centres to determine the best model for service delivery for different communities
- Support the Legal Services Society to expand family legal aid services
- Bring into force provisions of the ***Adult Guardianship and Planning Statutes Amendment Act*** related to court guardianship
- Fully implement the Civil Resolution Tribunal
- Fully implement the Road Safety Systems
- Explore opportunities to align the province's administrative tribunals into clusters, and build a common case management system for tribunals
- Support the Legal Services Society to test expanded criminal duty counsel
- Expand the use of restorative justice
- Ensure that appropriate audits are completed and provincial standards developed related to bias-free policing and the equitable treatment of all persons
- Oversee the development of a suite of cultural awareness and sensitivity training courses for all police officers in British Columbia
- Work with the British Columbia Association of Chiefs of Police to examine options to identify a single Major Case Management solution
- Work with communities to expand the number of Domestic Violence Units in the province

Looking ahead: ongoing engagement and reform

Government will continue work to implement the medium and long-term commitments made in ***White Paper, Part One*** and begin work immediately to implement commitments that have been made in ***Part Two.*** We will continue to engage with participants from across the justice system to ensure coordinated and collaborative efforts are made to implement justice reform. The first step in this

Page 369 of 404 PSS-2018-86101

engagement is the inaugural Justice Summit, which will be held in spring 2013. A group of justice system leaders is currently planning the Summit, which will facilitate a constructive dialogue and build a foundation for future Justice Summits.

As we move forward in the months and years to come, government will continue to inform the public on the progress we have made to achieve our goals of a more transparent, timely, and balanced justice system. This will most notably be done through an annual Justice and Public Safety Plan, the first of which is anticipated to be delivered in fall 2013.

Providing feedback on the white paper on justice reform

Comments on the White Paper are encouraged by April 15, 2013, and may be emailed to ***JusticeReform@gov.bc.ca***

Written communication may be sent to:

Ministry of Justice
Province of British Columbia
1001 Douglas Street
Victoria, BC V8W 3V3
Attention: Justice Reform

Page 370 of 404 PSS-2018-86101

Appendix 1: Progress on White Paper, Part One commitments

White Paper, Part One included ten action items. We are pleased to update that we will meet all of the specific commitments that were intended to be complete by March 31, 2013 and that we have made significant progress to achieve commitments made under each of the ten action items.

White Paper, Part One Action Items	Status Update
Action Item 1: Justice and Public Safety Council	This spring, government intends to introduce legislation to formally establish the Justice and Public Safety Council to support open, transparent, and accountable leadership for the province's justice system.
Action Item 2: An Annual Justice and Public Safety Plan	The proposed legislation will require the Council to develop an annual Justice and Public Safety Plan to set strategic direction and vision for the system. The first Plan is expected to be prepared and released in fall 2013.
Action Item 3: A Regular Justice Summit	The proposed legislation will require that a Justice Summit will be held at least once a year to encourage innovation and facilitate collaboration across the justice sector. The first Summit will be held in March 2013.
Action Item 4: Greater Transparency and Administrative Tools	The proposed legislation will require the Justice and Public Safety Council to gather and share information to allow for clear performance measures to help assess progress towards proposed goals and to publicly report results each year.
Action Item 5: Transformation of Justice Information Systems	Government is developing a strategic transformation plan on information technology to be delivered by March 2014.
Action Item 6: A Justice Business Intelligence System	Government has developed and is testing data analytical capacity regarding the charge approval process in criminal cases in order to develop reliable, consistent, and automated metrics in this area.
Action Item 7: Improved Ability to Control System Costs	Government has established an Executive Steering Committee to formalize research and reform of the largest cases proceeding through the justice system.
Action Item 8: Public, Evidence-Based Performance Management	The Justice and Public Safety Plan to be released in fall 2013 will include a specific number of clear performance measures for the justice system.
Action Item 9: Collaborating on Efficient Case Management	Government has established an Executive Steering Committee to formalize research and reform of the largest cases proceeding through the justice system.
Action Item 10: Greater Efficiency in Routine Practices	Over the last six months, the Ministry of Justice has undertaken at least four workshops on the *Lean* process and has scheduled at least six more in order to provide employees with the knowledge and tools necessary to make their work practices more efficient.

Appendix 2: Concordance with recommendations

White Paper, Part Two highlights seven action items that government will take steps to implement. It was informed by input and consultation from within and outside of the justice system. As part of the Justice Reform Initiative, government commissioned three reports between February and August 2012: the Cowper Report[1], the McCuaig Report[2], and the Legal Services Society Report[3]. This White Paper was also informed by the Missing Women Commission of Inquiry, the Report from the Representative for Children and Youth, and the BC Policing and Community Safety Plan consultations. The tables below summarize how government's action items respond to some of the recommendations made through these reports and consultations.

1 A Criminal Justice System for the 21st Century, (2012): ***http://www.ag.gov.bc.ca/public/justice-reform/CowperFinalReport.pdf***

2 British Columbia Charge Assessment Review, (2012): ***http://www.ag.gov.bc.ca/public/justice-reform/CowperFinalReport.pdf*** (Schedule 11)

3 Making Justice Work: Improving Access and Outcomes for British Columbians, (2012): ***http://www.lss.bc.ca/assets/aboutUs/reports/submissions/makingJusticeWork.pdf***

TIMELY AND BALANCED JUSTICE: ENHANCING ACCESS TO JUSTICE THROUGH EARLY ASSISTANCE

Government Action Items	Major External Recommendations	Commitments
Advance Family Justice Reform		
Early assessment, information, and referral	The Family Justice Reform Working Group (2005)[4] Recommendation 6 recommended that people be required to attend a dispute resolution session before they are allowed to take a first contested step in a court process. Recommendation 4 also recommended that a needs assessment service be available to people at early stages of a dispute.	Government intends to expand mandatory assessment to other locations in the province.
	The Family Justice Reform Working Group (2005) Recommendations recommended a hub be established as a front door to the justice system, including information and advice services, needs assessment and screening, and access to mediation services.	Government will open a third Justice Access Centre in Victoria in late 2013. Other Centres are located in Nanaimo and Vancouver. They provide a single point of entry for family and civil justice services, and use a needs assessment process to match clients to resources. They provide information, advice, and mediation services as well as referrals to other service providers. Government also intends to use technology to provide Justice Access Centre services to rural and remote communities.
Family legal aid reform	LSS Report recommended increased family and child protection duty counsel services (p.29), support for mediation services (p.33), and expansion of family telephone advice services (p.35).	Government intends to support LSS to expand the family legal aid services it currently provides.
Revised child support process		In 2014, Government will implement a revised child support process for inter-jurisdictional cases. The result will provide a model which could be expanded to other types of child support services.
Adult Guardianship		Using a phased in approach, Government will bring into force provisions of the *Adult Guardianship and Planning Statutes Amendment Act*.

4 A New Justice System for Families and Children: Report of the Family Justice Reform Working Group to the Justice Review Task Force (2005): ***http://www.bcjusticereview.org/working_groups/family_justice/final_05_05.pdf***

TIMELY AND BALANCED JUSTICE: DELIVERING CITIZEN-FOCUSED SERVICES

Government Action Items	Major External Recommendations	Commitments
Transform Dispute Resolution		
Civil Resolution Tribunal		In 2013, Government will appoint a Civil Resolution Tribunal chair and invest in new technology to launch this service. The tribunal will provide an alternative to court for people seeking to resolve small claims and strata property disputes.
Road Safety Systems		Government will design and implement the Road Safety Systems initiative to shift traffic disputes out of court, improve police efficiency, and make the process more accessible for citizens.
Tribunal transformation		Government will invest in user-focused dispute resolution processes and technology supports to enable tribunals to cut costs, complexity, and delay for tribunal users. Government will also work with justice system participants to explore opportunities to align the province's tribunals into clusters based on similar mandates and stakeholders.

TIMELY AND BALANCED JUSTICE: ENSURING SMART CHOICES AT THE START

Government Action Items	Major External Recommendations	Commitments
Improve Early Criminal Processes		
Improvements to charge assessment processes	Cowper Recommendation 2.4 recommended a new approach to pre-charge resolution be taken that maximizes the opportunity to resolve matters before formal charge approval is complete. Cowper Report Recommendation 2.4 recommended an abbreviated report to Crown counsel form should be considered for appropriate cases by the Police/Prosecution Liaison Committee in consultation with the Legal Services Society and the defence bar.	Government will proceed with a number of initiatives to identify and implement improvements that can be made in communications between police and Crown counsel. These include an improved disclosure agreement, training materials, and new processes that will support the development of a closer working relationship between police and Crown counsel.
Enhancing system-wide knowledge of risk assessment	Cowper Report Recommendation 2.6 recommended that the BC Corrections proposal to educate and inform other justice participants of best practices in the assessment of risk should be implemented.	Government will act to share evidence-based information about risk assessment practices with police, Crown counsel, defence counsel, the judiciary, and other key justice system participants.
Criminal legal aid reform	Cowper Report Recommendation 2.4 recommended that LSS be supported to provide legal services to promote early resolution. LSS Report (p. 25) recommended expanded criminal duty counsel. McCuaig Report Recommendation 10 recommended that LSS examine the feasibility of employing duty counsel on a longer term basis.	Government intends to support the Legal Services Society to test expanded criminal duty counsel.
Restorative justice	Cowper Report Recommendation 2.3 recommended a province-wide plan for diversion, including restorative justice should be developed to include education, quality assurance and control, performance measures, reporting, and evaluation. Cowper Recommendation 2.10.4 recommended expanded funding for restorative justice programs should be made available, and innovative methods of funding should be assessed in cases where the offender would otherwise be subject to a significant criminal penalty.	An Inter-ministry Committee on Restorative Justice was established to articulate a coordinated and connected vision for restorative justice and advance a strategy for promoting best practices. Government will continue to expand and support existing Community Accountability Programs, including a training initiative that is currently underway. Government intends to expand the use of restorative justice as additional funding becomes available.

TIMELY AND BALANCED JUSTICE: INTEGRATED APPROACHES TO CITIZEN SAFETY

Government Action Items	Major External Recommendations	Commitments
Undertake Public Safety Reform		
Examine options for service delivery and funding models for policing	During consultations for the development of the Policing and Community Safety Plan, some stakeholders expressed the need to identify policing responsibilities at the various levels of government, and develop options for funding models.	Government commits to working with key stakeholders to define and clarify policing responsibilities and to develop options for funding models that reflect each level of government's policing responsibilities.
	MWCI Report[5] Recommendation 9.1 recommended that the provincial government commit to establishing a Greater Vancouver police force through a consultative process with stakeholders.	Government will engage in a process with stakeholders to consider models for service delivery ranging from further integration to the regional delivery of services while retaining local community-focused policing.
Crime prevention	Throughout the consultations for the Policing and Community Safety Plan, stakeholders expressed their views about the effectiveness of crime prevention initiatives and the need for Government to take a strong leadership role.	Government will establish an Inter-ministry Committee on Crime Prevention that will develop a Provincial Crime Prevention Strategy by March 2014.
Crime reduction initiative	Cowper Report Recommendation 2.3 recommended a province-wide crime reduction plan be developed under the direction of the BC Association of Chiefs of Police in Collaboration with the Criminal Justice and Public Safety Council.	Government is committed to supporting the development of a province-wide Crime Reduction Initiative in consultation with the BC Association of Chiefs of Police and local governments. Work commenced in 2013 and development will continue with implementation targeted for March 2015.

5 Forsaken: The Report of the Missing Women Commission of Inquiry, (2012): ***http://www.missingwomeninquiry.ca/obtain-report/***

Government Action Items	Major External Recommendations	Commitments
Protect Marginalized Women		
Prevention and Protection	MWCI Report Recommendation 1.1 urged the government to provide funding to existing centres that provide emergency services to women engaged in the sex trade to enable them to remain open for 24 hours.	Government has committed $750,000 to the WISH Drop-In Centre Society to allow it to expand the services it provides to vulnerable women who work in the survival sex trade in the Downtown Eastside.
	MWCI Report Recommendation 6.2 recommended that the 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.	Government will work with the Advisory Committee led by Steven Point to identify how Government can assist communities to implement locally appropriate measures for supporting their vulnerable youth and women. This will include a review of options for community-police linkages, community mobilization and networks, and legislative measures that could provide additional protections for this vulnerable group.
Modernize reporting and tracking of missing persons	MWCI Report Recommendation 7.5 recommended that the 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 persons cases.	In consultation with key stakeholders, Government will consider recommendations related to missing persons reports in the context of the ongoing development of policing standards and other reforms in response to the MWCI Report.
	MWCI Report Recommendation 8.1 recommended that the Provincial Government enact missing persons legislation.	Government will examine legislation and practices developed in other Canadian jurisdictions to determine whether similar missing persons legislation should be enacted in B.C.
Improve criminal investigations of missing persons	MWCI Report Recommendations 7.1 – 7.4 recommended provincial standards be developed and best practice protocols established for missing persons policies and practices.	Government will develop standards and best practice protocols for the investigation of missing persons, complex investigations involving serious crimes (including electronic Major Case Management solutions), and cooperation and coordination amongst police agencies.
	MWCI Report Recommendation 8.2 -8.4 recommended that the provincial government mandate the use of Major Case Management, that the Director of Police Services develop MCM standards and mandate accountability under the standards and that issues related to MCM be reviewed.	
	MWCI Report Recommendation 4.1 recommended that the Director of Police Services undertake equality audits of police forces in B.C. with a focus on police duty to protect marginalized and Aboriginal women from violence.	Government will conduct a study to examine the practices and policing of police agencies in B.C. related to ensuring bias-free policing and will, where required, ensure audits are completed, and standards developed, related to bias-free policing and the equitable treatment of all persons.
	MWCI Report Recommendation 4.12 recommended that police officers undergo mandatory and ongoing experiential and interactive training concerning vulnerable community members.	Government will ensure the development of and delivery of culture awareness and sensitivity training for police officers in the province.
Vulnerable witnesses and victims	MWCI Report recommendation 4.9 recommended that the Provincial Government develop guidelines to facilitate and support vulnerable and intimidated witnesses by all actors within the criminal justice system.	Government is committed to providing supports for vulnerable witnesses and examining how these services could be improved.

	MWCI Report Recommendation 4.8 recommended that the Provincial Government fund three law reform research projects on aspects of the treatment of vulnerable and intimidated witnesses.	Government will review research related to vulnerable victims and witnesses to facilitate and support their participation in the criminal justice process. This research will be incorporated into training materials for justice participants, including prosecutors.
	MWCI Report Recommendation 4.3 recommended that the Provincial Government amend the B.C. Crown Policy Manual to explicitly include equality as a fundamental principle to guide Crown Counsel in performing their functions. MWCI Report Recommendation 4.4 recommended 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. MWCI Report Recommendation 4.5 recommended that the provincial government adopt a policy statement in the B.C. Crown Policy Manual requiring that a prosecutor's evaluations of how strong a 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.	Prosecution policies, including those that guide the exercise of prosecutorial discretion, will be reviewed to ensure that equality is recognized as a fundamental principle.

Government Action Items	Major External Recommendations	Commitments
Respond to Domestic Violence		
Provincial Office of Domestic Violence	Cowper Report Recommendation 2.10 recommended that the Provincial Office of Domestic Violence, working collaboratively with the Criminal Justice and Public Safety Council, should prepare a plan to reduce domestic violence.	By June 2013, the Provincial Office of Domestic Violence will deliver a multi-year action plan that will identify a comprehensive approach to addressing domestic violence across Government.
Domestic violence units		Government intends to work with communities to expand the number of Domestic Violence Units in the province.
Domestic Violence Courts	RCY Report Honouring Kaitlynne, Max, and Cordon Schoenborn Recommendation 7 recommended establishment of specialized domestic violence courts.	Government is committed to working with the judiciary and other justice system participants to explore the establishment of a framework for domestic violence courts.

TIMELY AND BALANCED JUSTICE: IMPLEMENTING PROGRAMS BASED ON WHAT WORKS

Government Action Items	Major External Recommendations	Commitments
Evidence-Based Approaches		
Empirical Analysis of Problems	Cowper Report Recommendation 2.10.2 recommended an administration of justice offence cross-sectional working group be established to better understand trends, understand best practices, and develop pilot test strategies.	Government will undertake a reform project to understand the growth in administration of justice offences.
Monitor and Evaluate		Government will establish and implement sustainable evaluation standards, applicable to all justice reform projects.
Apply What We Know	Cowper Report Recommendation 2.10.3 recommended new approaches such as that taken by the Victoria Integrated Court should be fully evaluated to determine whether they improve outcomes for offenders with mental illness and addictions, so that they can be considered for broader implementation.	In consultation with the judiciary, Government will take into consideration results of the evaluation of the Downtown Community Court as well as evidence from other specialized court models to develop an evidence-based, integrated, and strategic approach for specialized court initiatives in the province.
	Cowper Report Recommendation 2.6 recommended that the B.C. Corrections proposal to educate and inform other justice participants of best practices in the assessment of risk should be implemented.	Government will conduct a feasibility study regarding the application of a pre-trial risk assessment tool and provide recommendations for implementation.


BRITISH
COLUMBIA

C487836
January 3, 2013

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 addressed through the standards development process.

Legislative Initiatives and Reform

Six recommendations will require legal analysis and, in some cases, legislative reforms in order to address. 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 could be to assign these functions to an enhanced BC Police Missing Persons Centre (BCPMPC), an integrated team currently based in the Major Crime Section of RCMP "E" Division. 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. While some of these are directed to police, Police Services Division could play a role in facilitating implementation, for example by coordinating a Police Recommendations Steering Committee. 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 McInally
Executive Director
Policing and Security Programs Branch
604 660-2532

Approved by:
Clayton Pecknold
Assistant Deputy Minister
and Director of Police Services
Policing and Security Programs Branch
250 387-1100

Attachments:
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.[1] 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.

[1] Project Evendanded 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[2]): 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

[2] 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, civilan 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: • 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.
	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: • 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;

Theme	#	Recommendation
		• 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.
	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	That the Director of Police Services mandate accountability under the MCM standards by requiring that police forces: • Provide an explanation as to why MCM 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 MCM investigations to ensure proper compliance with the model.
	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 *Police Act* be amended to provide that the Mayor is an *ex officio* 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.
	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 *and* with meaningful community involvement.
Audits, evaluation and performance management	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.

MAY 17 2016

City of Richmond

Malcolm D. Brodie
Mayor

6911 No. 3 Road
Richmond, BC V6Y 2C1
Telephone: 604-276-4123
Fax No: 604-276-4332
www.richmond.ca

May 10, 2016

Mayor Linda Hepner
Mayor's Office
City of Surrey
13450-104 Avenue
Surrey, BC V3T 1V8

Dear Mayor Hepner: Linda

Re: Invitation to a Discussion of Regional Policing

In April, the City of Richmond completed a comprehensive public consultation as part of its ongoing review of police services. Recently, the City released the full results of its consultation process, which can be accessed online (http://www.richmond.ca/__shared/assets/_14B_PoliceServicesReview43993.pdf). I would be pleased to further discuss this matter with you if you wish.

While the consultation process gathered feedback on the existing RCMP model and an independent police service model, many respondents expressed interest in a third model: a regional police service. Council resolved that other Metro Vancouver RCMP cities be invited to participate in initiating a discussion on the possibility of regional policing.

I look forward to engaging in a dialogue with you on the best model for police services for Metro Vancouver.

Yours truly,

Malcolm D. Brodie
Mayor

pc Metro Vancouver RCMP Cities:
City of Burnaby
City of Coquitlam
City of Langley
Township of Langley
City of Maple Ridge
City of North Vancouver
District of North Vancouver
City of Pitt Meadows
City of Port Coquitlam
City of White Rock

4998603

Richmond

From Special General Purposes Committee

April 11, 2016

14B. **POLICE SERVICES REVIEW PUBLIC CONSULTATION RESULTS**
(File Ref. No. 09-5350-01; 09-5350-08-01) (REDMS No. 4965009 v. 6; 4971992)

GENERAL PURPOSES COMMITTEE RECOMMENDATION

Opposed: None.

(1) That the report titled "Police Services Review Public Consultation Results," dated April 1, 2016 from the Senior Manager, Corporate Communications and the Senior Manager, Community Safety Policy and Programs be received for information;

(2) That the current consultation process with regards to the ongoing Police Services Review, be considered complete;

(3) That staff be directed to:

(a) consider with Council periodic surveys and consultations regarding ongoing police services;

(b) work with the local detachment, as well as various government partners at the local, provincial, and federal levels to further enhance the existing police services both in the City and the lower mainland, including the possibility of a local police board for Richmond;

(4) That a copy of the staff report and the consultation report be sent to the other Metro Vancouver RCMP cities, the Solicitor General, the local MLAs and local MPs; and

(5) That the other Metro Vancouver RCMP cities be invited to participate in initiating a discussion on the possibility of regional policing.