



**“E” DIVISION CRIMINAL OPERATIONS
CORE POLICING**

RECEIVED

JAN 03 2018

MINISTRY OF JUSTICE
OFFICE OF THE CHIEF CORONER

December 18, 2018

Ms. Lisa Lapointe, Chief Coroner
Chief Coroner’s Office
Metrotower II
Suite 800 - 4720 Kingsway
Burnaby, BC
V5H 4N2

*Rec'd Jan 7/19
Victoria Office
of the
Chief
Coroner*

RE: Lisa DUDLEY
Coroner’s Inquest into the Death of
BCCS Case File: 2008:0220:0360

Dear Ms. Lapointe:

As a result of the tragic death of Ms. Dudley, and in response to your letter of October 24, 2018, we undertook a review of related RCMP policy and training, and wish to respond to the following Coroner’s Jury RCMP-related recommendations:

To RCMP Dispatch Services

Recommendation 1

“Review procedures and training, to ensure all dispatch employees properly and thoroughly document all details reported by a complainant.”

Response:

The Operational Communications Centre (OCC) National Core Training, implemented in 2014, is a *mandatory* training program for *all* RCMP OCC operators. The importance of an OCC operator’s proper questioning of each complainant and the documentation of the resulting information is taught and practiced throughout all phases of training. This is first introduced in the pre-course modules, followed with in-class training and continually developed during each trainee’s field coaching within the Telecommunications Operator Field Coaching Program, also implemented in 2014. During that program, employees must pass a proficiency evaluation in which they are rated on their ability to collect and dispatch all

relevant details related to a call for service. These skills are further re-enforced through the Scenario Based Block Training Program implemented in 2017, which all OCC operators must complete every two years.

With respect to information gathering, in specific, the current OCC Standard Operating Procedure for “Gun Shots Heard” contains the following direction, in part:

- Determine as accurately as possible the location of where the shots came from.
- Ask the number of shots heard and over what period of time.
- Ask if there are any other accompanying noises (shouts, cries, etc).
- Obtain caller’s information and document it.

Recommendation 2

“Review with dispatch employees that all calls are recorded, are sensitive in nature, and could be made public through requests under the Freedom of Information and Protection of Privacy Act or other processes.”

Response:

During the Operational Communications Centre (OCC) National Core Training, operators are reminded that *all* calls in and out of an Operational Communications Centre are recorded, must be stored for a period of two years and may become part of an investigation, disclosed in court, used as training examples, or become part of the Access to Information process. During training, operators listen to and critique several examples of recorded calls to ensure that they recognize both poor and superlative communication techniques.

To the Royal Canadian Mounted Police

Recommendation 4

“If not already in place, explore the implementation of a policy specific to following up with a complainant regarding matters of potential grievous bodily harm (e.g. shooting, stabbing, etc.). If a policy such as this is already in place, explore increased training relating to awareness of this policy.”

Response:

On 2014-04-23, RCMP National HQ Community and Aboriginal Policing (NHQ CAP)

published National HQ Operational Manual 1.1—*First Response Investigations*, directly in response to the death of Ms. Dudley and the related Commission for Public Complaints Against the RCMP (CPC) review. A copy of that directive is attached to this letter. In part, it says:

- Where grievous bodily harm, death and/or incidents indicating criminal activity that jeopardize public safety have been reported, the investigator must / depending on the type of investigation, make contact with the complainant, either by phone or in person.” (section 2.2.1)
- Verify that the complainant has been contacted and updated before concluding the file.” (section 3.3.1, under “Supervisor”)

Over four years before that policy was published, on October 23, 2009, directly in response to the death of Ms. Dudley, the “E” Division RCMP (i.e. RCMP in British Columbia) published a division broadcast reminding members of the importance of first response investigations of this kind. That broadcast, too, is attached to this letter. In part, with regard to reports of criminal activity that may jeopardize public safety, the broadcast reminded members to:

- Make personal contact with the complainant.
- Determine plausibility (e.g. shots fired), witnesses and location of the suspected offence.
- Complete neighborhood inquiries at the location of the offence, not only for eyewitness evidence, but to ensure there are no further victims.

With regard to increased training on First Response Investigations, NHQ CAP reports that “training is in place which already deals with this recommendation that further contact with [the] complainant be done in a timely manner when practicable and appropriate.”

Recommendation 5

“Explore implementation of mandatory routine review and training on the First Response Investigations Policy within all levels of the RCMP.”

Response:

Following up with complainants is as basic a component of nearly every police investigation as gathering evidence, making notes and completing police reports. It is clearly and repetitively taught to RCMP cadets in their initial training at Depot Division, and reinforced by their trainers and supervisors during their two-year probationary period on the job with

their detachments/units. Whether or not a member has followed up with a complainant will be reflected in his/her notes, which are reviewed by supervisors regularly and documented bi-annually (according to National HQ Operational Manual 25.2.4.2.1—*Investigator's Notes*). Further, updates to major policies are announced by national or division broadcast and published to the RCMP's Infoweb, and "employees are responsible for keeping abreast with National directives as well as supplements for E Division and their district/detachment/unit." (E Division Administration Manual III.4.2.1—*Manual System*).

Recommendation 6

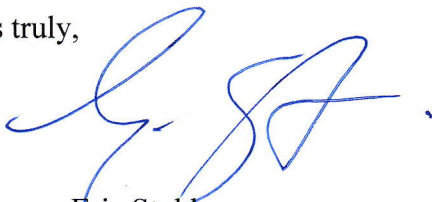
"Explore increased exterior lighting for all unmarked police cars operating in rural areas."

Response:

The RCMP Post Garage at the Pacific Regional Training Centre in Chilliwack confirms that *all* unmarked General Duty vehicles currently being fit up at Post Garage have 360 degree lighting, including alley lights, to compensate for the lack of a light bar on the roof—unless the vehicle is for specific *administrative* purpose and does not have a "silent patrolman" (a protective window between the front and back seats), prisoner window bars, mobile work station, etc.

Thank you for bringing these recommendations to my attention. The RCMP is committed to learning from tragic incidents such as these and to developing policies and procedures that will help prevent their recurrence.

Yours truly,



A/Commr. Eric Stubbs
Criminal Operations Officer (Core Policing)
"E" Division RCMP

cc: A/Commr. Stephen Thatcher, Lower Mainland District Commander
C/Supt. Dave Attfield, Deputy Criminal Operations Officer (Core Policing)
Insp. Annette Fellner, OIC Mission Detachment



To: All Members “E” Division

From: Criminal Operations
Branch

“E” DIVISION BROADCAST

FIRST RESPONSE INVESTIGATIONS

The importance of a thorough first response for any investigation cannot be overstated (see [First Responder](#) in the Investigator’s Toolbox and the [Investigational Guides for First Responders Version 1.1](#) on the Office of Investigational Standards and Practices (OISP) web site). Once a member has been dispatched to a complaint, he or she must ensure the investigative fundamentals for the incident are properly completed. If a member is called off to a more urgent matter, the original complaint is to be followed up at the next earliest opportunity or through pass-on to another member.

Where bodily harm, aggravated assault (e.g. stabbing, beating, shooting etc.) or events indicating criminal activity (e.g. shots fired, attempt B&E, etc.) that jeopardize public safety have been reported, the investigator must:

- ▶ Make personal contact with the complainant.
- ▶ Determine plausibility (e.g. shots fired), witnesses and location of the suspected offence.
- ▶ Complete neighborhood inquiries at the location of the offence, not only for eye-witness evidence, but to ensure there are no further victims. ^{Note:} This should also be a part of determining complaint plausibility.
- ▶ Interview witnesses.
- ▶ Consider the use of support services (e.g. Police Services Dog) to locate undetected evidence (e.g. shell casings, abandoned weapons, traces of blood, property damage indicating the offence, etc.) or potential unknown victims.

PRIME entries such as “Patrols made...Gone on Arrival,” or any other minimalist approach, will not suffice in these circumstances. A thorough first response must be undertaken and documented for these type of investigations, as it is crucial to solving offences in a manner that ensures public safety. **Detachment Commanders** are to ensure their members adhere to the above noted investigational standards through supervision, file review, and the Unit Level Quality Assurance (ULQA) process.



[National Home](#) > [RCMP Manuals](#) > [Operational Manual](#) > OM - ch. 1.1. First Response Investigations

OM - ch. 1.1. First Response Investigations

New Chapter: 2014-04-23

For information regarding this policy, contact National Criminal Operations, Contract and Aboriginal Policing.

1. [General](#)
2. [Member](#)
3. [Supervisor](#)
4. [Unit Commander](#)

1. General

1. 1. A thorough first response to all investigations is crucial to solving offences in a manner that ensures public safety.
1. 2. A first response means the initial action taken by a member or members attending or assigned to a complaint.
1. 3. Under exigent circumstances, members are authorized to enter a private dwelling house, if required, in order to respond to calls for the protection of life and safety. See [R. vs. Godoy - SCC 1999](#).

2. Member

2. 1. A continual risk assessment must occur in accordance with the principles of the Incident Management Intervention Model (IMIM) when responding to a complaint and/or attending a scene. See [ch. 17.1](#).
2. 2. Where grievous bodily harm, death and/or incidents indicating criminal activity that jeopardize public safety have been reported, the investigator must:
 2. 2. 1. depending on the type of investigation, make contact with the complainant, either by phone or in person;
 2. 2. 2. determine the nature of the reported incident as well as the location and any potential witnesses;
 2. 2. 3. complete neighbourhood inquiries at the location of the offence, not only for eyewitness evidence, but to confirm there are no other victims;
 2. 2. 4. obtain sufficient details from the subjects on the scene to assess investigative requirements;

- 2. 2. 5. consider the use of applicable support units; and
- 2. 2. 6. contact the complainant before concluding the file or justify on the file why notification of the complaint was not possible.
- 2. 3. The first responder must maintain detailed notes. See [ch. 25.2.](#)
- 2. 4. If a member responding to a complaint is called to a more urgent matter, the original complaint is to be followed up at the next earliest opportunity or be passed on to the supervisor of the next watch on shift.

3. Supervisor

- 3. 1. Confirm that all calls are responded to according to the urgency and priority of the call for service.
- 3. 2. Provide the necessary support and guidance to responding members.
 - 3. 2. 1. Document actions and direction provided to the members on the file.
 - 3. 2. 2. If the call is serious in nature, direct, supervise and confirm that the necessary support units have been contacted.
- 3. 3. Confirm that the details of investigations are properly and thoroughly documented.
 - 3. 3. 1. Verify that the complainant has been contacted and updated before concluding the file.
- 3. 4. Confirm that all urgent calls for service are prioritized and followed up at the earliest opportunity.
 - 3. 4. 1. If the original responding member was called to another priority call, confirm that the initial call is followed up or passed on to the NCO from the watch immediately following yours.

4. Unit Commander

- 4. 1. Confirm that members adhere to the above-noted investigational standards through supervision, file review, and the Unit Level Quality Assurance (ULQA) process.
- 4. 2. Report the incident and progress of the investigation. See [ch. 46.1.](#)

References

Date Modified: 2014-04-23