

British Columbia Policing and Community Safety Plan

December 2013



Ministry of
Justice

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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 round-tables, 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.

A handwritten signature in black ink that reads "Suzanne Anton".

Honourable Suzanne Anton, QC
Attorney General and Minister of Justice

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 through 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 comptrrollership 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 Columians – 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.

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 St'l'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.

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 minister. 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)

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 inquest⁶ 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

■ 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 initiative¹⁴ 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,

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.

■ 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.

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

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.

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.

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.

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- 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.

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 through 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.

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.

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.

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	<p>Enhance structure and funding options for policing</p> <p>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:</p> <p>Define and clarify policing responsibilities at the federal, provincial, and municipal government levels.</p> <p>Consider models of service delivery ranging from further integration to the regional delivery of services while retaining local community-focused policing.</p> <p>Develop options for funding/financing models that reflect each level of government's policing responsibility and distributes costs accordingly.</p> <p>Enhance the continuum of policing and public security options available</p> <p>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.</p> <p>First Nations policing</p> <p>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.</p>
Accountable: Police are Accountable to Civilian Authority	<p>Enhance community engagement</p> <p>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.</p> <p>Strengthen police board ability to effectively govern</p> <p>Action Item #5: The Ministry of Justice will review the current police board structure, function and training, and make enhancements and improvements where necessary.</p> <p>Support bias-free and equitable policing</p> <p>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.</p> <p>Develop provincial policing standards</p> <p>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 <i>MWCI Report</i> governing the investigation of missing persons, complex investigations involving serious crime and inter-agency cooperation.</p>

THEME	ACTION ITEMS
Collaborative: Police, Governments and Communities Work Collaboratively to Meet Justice and Community Safety Goals	<p>Enhance community safety</p> <p>Action Item #8: In support of enhancing community safety, the Ministry of Justice will work with stakeholders to develop strategies to:</p> <ul style="list-style-type: none"> a. Support crime prevention efforts; b. Support province-led crime reduction initiatives; and, c. Support further development of civil/administrative law solutions. <p>Support anti-gang initiatives</p> <p>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:</p> <ul style="list-style-type: none"> 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. <p>Multi-agency consultation and collaboration</p> <p>Action Item #10: The Ministry of Justice will strike a cross-government Working Group to:</p> <ul style="list-style-type: none"> 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	<p>Support cultural awareness training</p> <p>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 <i>MWCI Report</i>.</p> <p>Develop police-related strategies for persons in crisis with mental illness and/or addictions</p> <p>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.</p> <p>Legal reforms to protect vulnerable and marginalized persons</p> <p>Action Item #13: Consistent with the recommendations in the <i>MWCI Report</i>, 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.</p>

THEME	ACTION ITEMS
Effective: Police Have Modern Tools, Information and Training to Deliver Effective Policing Services	<p>Enhanced criminal intelligence Action Item #14: Consistent with the recommendations in the <i>MWCI Report</i>, 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.</p> <p>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.</p> <p>Review Police Act Action Item #16: The Ministry of Justice will conduct a comprehensive review of the <i>Police Act</i> to assess its relevancy to support the changing and complex environment of policing in British Columbia.</p>

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	<p>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.</p> <p>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.</p>
Action Item #2: Enhance the continuum of policing and public security options available	UNDERWAY IN 2014
Action Item #3: First Nations Policing	<p>IN PROGRESS The <i>First Nations Policing Agreements</i> 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.</p>
Action Item #4: Enhance community engagement	<p>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.</p>
Action Item #5: Strengthen police board ability to effectively govern	<p>IN PROGRESS Work commenced in 2013 on the review of police board structure, function, selection practices and training.</p>
Action Item #6: Support bias-free and equitable policing	UNDERWAY IN 2014
Action Item #7: Develop provincial policing standards	<p>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.</p>

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 through 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 <i>Community Safety Act</i> 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 <i>Police Act</i> , 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 <i>Community Safety Act</i> .	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 <i>Police Act</i> 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.

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 identified 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

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 prominence 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 of 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.

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).

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 is to 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.

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 911⁴⁰

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 Review⁴¹

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.

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 Report⁴²

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 Report⁴³

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 OPC. 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.

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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

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

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DECEMBER 2013

