

APPENDIX D

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**REPORT ON THE  
POLICE AWARENESS SURVEY  
CONDUCTED FOR THE REVIEW OF  
THE POLICE COMPLAINT PROCESS  
IN BRITISH COLUMBIA**

SUBMITTED BY:

**Police Services Division  
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## EXECUTIVE SUMMARY

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As part of the review of the police complaint process, Police Services Division implemented a police awareness survey across the province's 11 municipal police departments. The purpose of this research was to:

- Measure awareness amongst municipal police officers of the existing process for handling complaints against the police;
- Measure police satisfaction with the complaints process; and
- Provide an opportunity for the police complaints review team to understand some of the issues surrounding police awareness of the process for handling public complaints against the police.

The email invitation was sent to every sworn member across the 11 departments (N=2,245) on October 20, 2005. After a total of seven email requests to participate, the survey was closed February 24, 2006, with an overall response rate of 57% (n=1,270) and a 51% or greater response rate for each department.

The major findings of this survey are as follows:

- **Confidence:** Half of all participants (49%) reported that they are confident or very confident with the existing process for handling complaints against the police. In comparison, 30% provided neutral responses, and 21% said that they were not very confident or not confident at all.
- **Part 9:** Participants were asked a series of questions regarding their knowledge of Part 9 of the Police Act. In general, less than half (44%) reported that they had read Part 9, and more than two-thirds of the participants were correct in their assessment of the protections and obligations outlined in Part 9 of the Police Act.
  - Overall, those with fewer years of service were more likely to indicate "don't know" to the questions on Part 9, compared to other years of service groupings. As well, evidence suggests that the more years of service one has, the more likely they were to select "yes" to the Part 9 questions.
- **Training:** Participants were asked if the training they had received was sufficient to understand their role in the complaints process. Overall, 21% said "yes," 43% said "somewhat," and 35% reported that the training was not sufficient. Three-quarters (72%) noted that they would like to receive additional information or training regarding the complaints process.
  - Groups most likely to state that they would like to receive additional information and training regarding the complaints process included Professional Standards investigators (82%), those in administrative assignments (79%), Executives and Staff Sergeants (each at 76%), and Constables (72%).

- **Internal versus External Investigations:** Overall, participants believed investigations into complaints conducted by internal investigators were more timely, unbiased, and thorough than those conducted by external investigators. Roughly three-quarters (69% to 79%) of all participants rated internal investigations as having those characteristics, while approximately one-third (30% to 38%) described external investigations in the same manner.
- **Disciplinary Measures:** Less than half (46%) of all participants believed that disciplinary measures with regard to complaints against the police were applied consistently within their department. More than half (58%) reported that disciplinary measures were of an appropriate level (i.e., not too harsh or too lenient).
- **Direct Involvement:** 54% of all participants had been approached by a member of the public in regard to making a complaint against the department or a police officer employed within the department. Four in ten (40%) participants had been named as respondents, 20% had been a witness in a complaint investigation, and 52% indicated that they had never been involved.
  - Those who had been involved as either a respondent or witness in the past two years indicated that the most recent investigation was conducted with due diligence (86%), without bias (83%) and in a timely manner (75%).
- **Awareness of the Office of the Police Complaint Commissioner (the “OPCC”):** A majority (89%) of participants indicated that they were aware of the role of the OPCC. Although 40% have been involved in the process as respondent officers, less than a quarter (23%) of all participants reported having been in contact with the Office.
- **Confidence in the OPCC:** Overall, less than a quarter of participants reported confidence with the performance of the OPCC (23%), while 37% provided a neutral rating and 40% stated that they were not confident.
- **Strengths of the Existing Process:** Responses to this open-ended question suggest that at least half (47%) of all officers were generally satisfied with the quality of investigations and internal investigators; 32% reported their belief that having police investigators who are aware of the complexities of policing was a benefit to the complaints process; and 20% pointed to the existing structure and process as a benefit in and of itself.
- **Weaknesses of the Existing Process:** Comments provided to this open-ended question reveal that at least one-third (32%) of officers feel it is too easy to make a frivolous (or groundless) complaint; one-quarter (24%) were critical of the OPCC; one-quarter (23%) noted that the process is subject to public and political sway; and 20% reported that the process is not timely, consistent or fair.

# 1 INTRODUCTION AND METHODOLOGY

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As part of the review of the police complaint process, Police Services Division contracted with BC Stats to implement a police awareness survey across the province's 11 municipal police departments. The purpose of this research was to:

- Measure awareness amongst municipal police officers of the existing process for handling complaints against the police;
- Measure police satisfaction with the complaints process; and
- Provide an opportunity for the police complaints review team to understand some of the issues surrounding police awareness of the process for handling public complaints against the police.

This survey was administered by BC Stats in an on-line format whereby each sworn member received an email invitation containing a link to complete the electronic survey. Email addresses were obtained from each of the departments Information Technology or Human Resources units. The invitations informed members of the confidentiality provisions, provided directions for electronic submission of their completed surveys, and provided contact information for both BC Stats and the Police Complaints Review Team. Please see Annex I for a copy of the invitation and questionnaire.

On October 4, 2005, the Police Complaints Review Team conducted a pre-test of 20 randomly selected sworn members from Abbotsford Police Department. These members were requested to complete the pilot survey and provide feedback regarding the questionnaire. These members were not excluded from the final research.

After making minor changes to the questionnaire, an email invitation was sent to every sworn member across the 11 departments (N=2,245) on October 20, 2005. Members were requested to respond by November 14, 2005. Follow-up reminders were sent to those who had yet to respond on October 31 and November 7, 2005. As response rates fell below expectations, an extension letter was emailed on November 15, which mirrored the original invitation and requested further response. Follow-up reminders were also sent on November 29 and December 6. The survey was left open through January and February, 2006, and a final reminder was sent to all members who had yet to respond on February 13, 2006.

After a total of seven email requests to participate, the survey was closed February 24, 2006, with an overall response rate of 57% and a 51% or greater response rate for each department. See Table 1 for a breakdown of response rates by department; and Tables 2 and 3 for a breakdown of response rates by rank group and assignment.

The number of completed surveys, 1,270, yields a margin of error of  $\pm 2.8$  percentage points at the 95% confidence level on the key question, “How would you rate your level of confidence with the overall process for handling complaints against police?” Forty-nine percent responded “Very confident” or “Confident”. This means that if this survey was repeatedly administered, between 46.3% and 51.7% of participants would be confident with the police complaint process, 19 times out of 20.

**Table 1: Response Rates by Department**

Department	Total Population <sup>1</sup>	# Submit	Response Rate
Oak Bay	22	20	91%
Central Saanich	23	20	87%
West Vancouver	75	58	77%
Victoria	225	160	71%
Saanich	163	108	66%
Abbotsford	167	101	60%
Nelson	16	9	56%
Port Moody	42	22	52%
New Westminster	112	58	52%
Delta	147	77	52%
Vancouver	1,253	637	51%
<b>TOTAL</b>	<b>2,245</b>	<b>1,270</b>	<b>57%</b>

Reasons for non-response may include some members being on extended leave for the duration of the survey, being seconded to an integrated unit or the RCMP, still being in recruit or block training, believing that access to the Internet to fill out the survey was not available (even though access had been set up by department technical staff), short-term technical difficulties, lack of knowledge/personal experience with the process, or lack of interest in the survey.

**Table 2: Response Rates by Rank Group**

Rank Group	Total Population	# Submit	Response Rate
Staff Sergeant	32	29	91%
Executive	24	21	88%
Superintendent / Inspector	62	54	87%
Corporal	10	8	80%
Sergeant	299	225	75%
Detective	28	21	75%
Constable	1,790	912	51%
<b>TOTAL</b>	<b>2,245</b>	<b>1,270</b>	<b>57%</b>

<sup>1</sup> Population numbers were provided to the Police Complaints Review team by each department. The original lists included 2,319 members; 74 members were removed from the list for various reasons including staff turnover, retirement, extended leave, and long-term secondments. Thus, the total population of sworn officers at the end of the data collection period was 2,245.

**Table 3: Response Rates by Assignment**

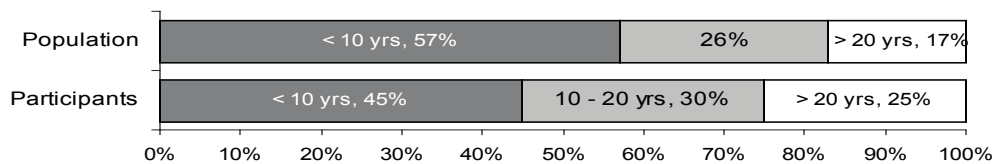
Assignment	Total Population <sup>2</sup>	# Submit	Response Rate
Professional Standards / Internal Investigations	15	17	113%
Other Assignments	49	53	108%
Investigations	371	264	71%
General Duty / Patrol	1,063	611	57%
Community Policing / Youth Liaison	93	52	56%
Administration	60	28	47%
Corporate Functions	169	78	46%
Targeted Enforcement	369	151	41%
New Recruit / Block Training	95	16	17%
<b>TOTAL</b>		<b>1,270</b>	<b>57%</b>

Regardless of response rates, the proportions of those who did submit a completed survey closely represented the overall population within each department. See Annex II for a comparison of demographics within the overall population to those of the participant group.

Participant demographics show that 50% of all responses were submitted by members within Vancouver Police Department. Participant demographics also showed that 72% were Constables and 18% Sergeants. Just under half of all survey participants (48%) were in General Duty / Patrol assignments, 21% in Investigations, and 12% were assigned to Targeted Enforcement Teams. One-quarter (27%) of all participants had less than five years of service and, cumulatively, almost half (45%) had less than ten years of service.

These rates were similar to the overall makeup of municipal members, with the exception of years of service groupings, where 38% of the population had less than five years of service and 57% had less than ten. The average years of service for members across the departments were 11 years. Please see Figure 1 and Table 4 for further information on participant demographics.

**Figure 1: Years of Service Comparisons.**



<sup>2</sup> Population numbers are based on information provided to the Police Complaints Review team by each department. Members who completed the survey were also asked to indicate their current assignment. Response rates (e.g., 113%) reflect inconsistencies between the list provided by each department and members' self reports.



**Table 4: Participant Demographics: Department, Rank Group, Assignment, and Years of Service**

<b>DEPARTMENT</b>	<b># of Participants</b>	<b>% of Participants</b>
Vancouver	637	50%
Victoria	160	13%
Saanich	108	9%
Abbotsford	101	8%
Delta	77	6%
West Vancouver	58	5%
New Westminster	58	5%
Port Moody	22	2%
Central Saanich	20	2%
Oak Bay	20	2%
Nelson	9	1%

<b>RANK GROUP</b>		
Constable	912	72%
Sergeant	225	18%
Superintendent / Inspector	54	4%
Staff Sergeant	29	2%
Executive	21	2%
Detective	21	2%
Corporal	8	1%

<b>ASSIGNMENT</b>		
General Duty / Patrol	611	48%
Investigations	264	21%
Targeted Enforcement Teams	151	12%
Other Assignments	53	4%
Corporate Functions	78	6%
Community Policing / Youth Liaison	52	4%
Administration / Document Services / Prime	28	2%
Professional Standards	17	1%
New Recruit / Block Training	16	1%

<b>YEARS OF SERVICE<sup>3</sup></b>		
Less than 5 years	338	27%
6 to 10 years	230	18%
11 to 15 years	168	13%
16 to 20 years	218	17%
21 to 25 years	168	13%
Greater than 25 years	146	11%
<b>TOTAL</b>	<b>1,268</b>	<b>100%</b>

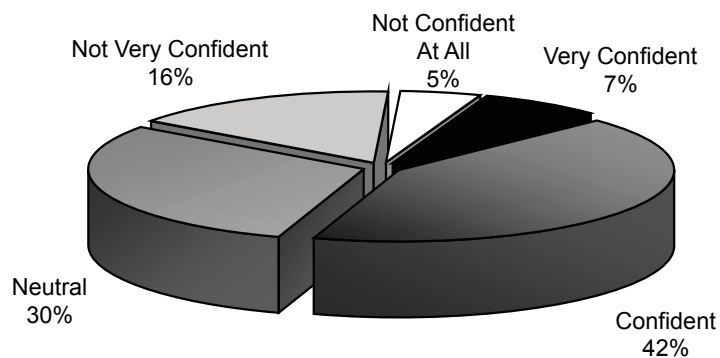
<sup>3</sup> Two members did not respond to this question.

## 2 FINDINGS

### 2.1 CONFIDENCE WITH POLICE COMPLAINT PROCESS

Slightly less than half of all participants (49%) reported confidence with the existing process for handling complaints against the police. In comparison, three in ten provided neutral responses when asked this key question, while roughly one in five said that they were not very confident or not confident at all. Please see Figure 2.

Figure 2: Confidence with the Police Complaint Process



Groups most likely to report confidence in the process were Executives, Sergeants, and Staff Sergeants; 76% of each group reported that they were confident or very confident. Similarly, the majority of those in Professional Standards, those assigned to Corporate Functions, and those with more than 25 years of service also reported confidence (88%, 64% and 66%, respectively). Only 36% of members assigned to target enforcement teams reported that they were confident or very confident with the existing police complaint process. Please see Tables 5 through 7 for further detail.

**Table 5: Confidence in the Overall Police Complaint Process by Rank Group**

Rank Group	# of Participants	% Confident & Very Confident	% Neutral	% Not Very Confident & Not At All	# Don't Know
Constable	912	44%	33%	22%	77
Sergeant	225	55%	26%	19%	4
Superintendent / Inspector	54	76%	13%	11%	
Staff Sergeant	29	76%	10%	14%	
Executive	21	76%	14%	10%	
Corporal / Detective	29	54%	29%	18%	1
<b>TOTAL</b>	<b>1,270</b>	<b>49%</b>	<b>30%</b>	<b>21%</b>	<b>82</b>

**Table 6: Confidence in the Overall Police Complaint Process by Assignment**

Assignment	# of Participants	% Confident & Very Confident	% Neutral	% Not Very Confident & Not At All	# Don't Know
General Duty / Patrol	611	47%	34%	20%	58
Investigations	264	55%	24%	21%	5
Targeted Enforcement Teams	151	36%	37%	27%	8
Other Assignments	53	47%	23%	30%	
Corporate Functions	78	64%	18%	18%	
Community Policing / Youth Liaison	52	46%	35%	19%	4
Administration / Document Services / Prime	28	58%	31%	12%	2
Professional Standards	17	88%	12%	-	
New Recruit / Block Training	16	64%	27%	9%	5
<b>TOTAL</b>	<b>1,270</b>	<b>49%</b>	<b>30%</b>	<b>21%</b>	<b>82</b>

**Table 7: Confidence in the Overall Police Complaint Process by Years of Service**

Years of Service	# of Participants	% Confident & Very Confident	% Neutral	% Not Very Confident & Not At All	# Don't Know
Less than 5 years	338	45%	39%	16%	55
6 to 10 years	230	41%	37%	22%	7
11 to 15 years	168	51%	25%	24%	9
16 to 20 years	218	51%	23%	26%	6
21 to 25 years	168	50%	28%	22%	3
Greater than 25 years	146	66%	20%	14%	2
<b>TOTAL</b>	<b>1,268</b>	<b>49%</b>	<b>30%</b>	<b>21%</b>	<b>82</b>

Elements that contribute to police confidence will be discussed throughout the following sections regarding awareness of and experience with the police complaint process, awareness of and confidence in the Office of the Police Complaint Commissioner (the “OPCC”), and discussion on issues such as police investigating police and the strengths and weaknesses of the current complaints process.

## 2.2 AWARENESS OF THE POLICE COMPLAINT PROCESS

Findings throughout this section reveal that education and awareness need to improve in order for sworn members to adequately understand their rights and responsibilities in the handling of public complaints against the police.

### *Where to Make a Complaint*

Participants were asked where they might direct a member of the public who wishes to make a complaint against the department or a police officer employed within the department. Overall, 87% of participants noted that complaints can be addressed through the senior officer on duty – the number one option selected by all departments, and across all demographic groups. The OPCC and the internal Professional Standards Unit were second and third most commonly selected options, with the Chief and Discipline Authority following. Other locations where participants noted that a public complaint can be addressed include by any officer, any supervisor, the department’s public service counter, and by telephone, web or email. Please see Table 8.

**Table 8: Where a Member of the Public Can Make a Complaint**

Location	%
Senior Officer	87%
OPCC	81%
Professional Standards Unit	80%
Chief	76%
Discipline Authority	60%
Other	12%

The variety of locations available to complainants for lodging complaints against the police was noted in open-ended comments as a strength of the existing process. Participants felt that the system afforded flexibility to complainants and that easy access allows complainants the opportunity to have all complaints taken seriously.

### 2.2.1 KNOWLEDGE OF PART 9

Officers were asked a series of questions to test their knowledge regarding their rights and responsibilities under Part 9 of the *Police Act*. Questions included the following topics: confidential complaints; withholding information; providing statements; answering questions; testifying; withdrawn complaints; and whether or not they have read Part 9 or the department’s policies and procedures with regard to public complaints against the police. In general, more than two-thirds of the 1,270 participants were correct in their assessment of the protections and obligations outlined in Part 9 of the *Police Act*. Please see Table 9.

**Table 9: Overall Knowledge Results**

Knowledge Questions	% Yes	% No	% Don't Know
Can you, as a police officer, make a confidential complaint to the Police Complaint Commissioner regarding the misconduct of any other police officer?	67%	5%	28%
During investigation, can information about the complaint be withheld from the respondent officer if the Police Complaint Commissioner or the Discipline Authority believes that disclosure would compromise investigation?	58%	10%	31%
Are respondent officers required to provide investigators with a statement outlining their own version of events?	58%	33%	9%
Are witness officers required to meet with investigators and answer their questions?	70%	16%	14%
Are witness officers required to testify (if requested by an adjudicator) at public hearings and inquiries into complaints against the police?	75%	5%	20%
Can an investigation take place, even if the complainant has withdrawn their complaint?	86%	2%	12%
Have you ever read Part 9 of the Police Act regarding complaints against the police?	44%	28%	28%
Have you ever read your department's policies and procedures with regard to complaints against the police?	69%	18%	13%

Overall, those with fewer years of service (e.g., less than five years, and five to ten years of service) were more likely to respond “don’t know” to the above items, compared to other years of service groupings. As well, evidence suggests that the more years of service one has, the more likely they were to select “yes” to the above questions. Discussion of the above findings regarding knowledge questions follows below.

#### *Confidential Complaints*

The question regarding whether or not an officer can make a confidential complaint to the Police Complaint Commissioner is discussed in section 65.1 (1) of the *Police Act*, whereby the *Act* states:

65.1 (1) Municipal Constables are entitled to report to the police complaint commissioner the alleged misconduct of any other municipal constable, including the alleged misconduct of a Chief constable or a deputy Chief constable, if the conduct in question could be the subject matter for a public trust complaint or an internal discipline complaint.

Overall, 67% of all participants responded correctly to this question. Only five percent (5%) responded incorrectly. Compared to the other knowledge questions, a relatively high proportion of participants indicated that they did not know the answer (28%). See Table 9 above. When comparing responses to this question by demographic groupings, there did not appear to be any large differences between groups. The general trend regarding increased years of service and increased knowledge is evident. The groups most likely to report that police officers *can* make confidential complaints were the Professional Standards investigators (100%), Staff Sergeants (97%), and Executives (95%). Please see Table 10.

#### *Withholding Information*

Participants were asked whether information about a complaint can be withheld from a respondent officer if it is believed that disclosure would compromise investigation; 58% said “yes,” 10% said “no,” and 31% indicated that they did not know how to respond. Section 52.1 (3) of the *Act*, states:

52.1(3) Within 10 business days after making a decision on characterization ...the recipient must also provide notice to the respondent that the complaint has been lodged unless the recipient determines that notification could jeopardize an investigation into the complaint.

As with other knowledge questions, the percent of participants who indicated that complaints *can* be withheld from respondents rose with years of service. Consistent with higher years of service, the groups most likely to answer this question correctly included Staff Sergeants (97%) and department Executive (95%). As well, those assigned to Professional Standards were more likely than other assignments to respond correctly (94%). Please see Table 11.

**Table 10: Knowledge of Confidential Complaints by Demographic Grouping**

<b>Confidential Complaints</b>	<b>% Yes</b>	<b>% No</b>	<b>% Don't Know</b>
Constables	61%	6%	33%
Corporals / Detectives	72%	3%	24%
Executive	95%	5%	0%
Superintendent / Inspector	81%	7%	11%
Sergeant	78%	4%	18%
Staff Sergeant	97%	-	3%
Corporate Functions	72%	6%	22%
Administration / Document Services / Prime	79%	-	21%
Professional Standards / Internal Investigations	100%	-	-
Investigations	63%	3%	34%
Targeted Enforcement Teams	66%	8%	26%
General Duty / Patrol	65%	6%	29%
Community Policing / Youth Liaison	69%	8%	23%
New Recruit / Block Training	69%	6%	25%
Other Assignments	75%	2%	23%
Less than 5 years	62%	5%	33%
6 to 10 years	57%	7%	35%
11 to 15 years	61%	3%	36%
16 to 20 years	71%	6%	23%
21 to 25 years	74%	5%	20%
Greater than 25 years	84%	5%	12%
<b>Total</b>	<b>67%</b>	<b>5%</b>	<b>28%</b>

**Table 11: Knowledge of Withholding Information by Demographic Grouping**

<b>Withholding Information</b>	<b>% Yes</b>	<b>% No</b>	<b>% Don't Know</b>
Constables	49%	13%	38%
Corporals / Detectives	86%	3%	10%
Executive	95%	-	5%
Superintendent / Inspector	85%	2%	13%
Sergeant	78%	5%	17%
Staff Sergeant	97%	-	3%
Corporate Functions	77%	8%	15%
Administration / Document Services / Prime	79%	4%	18%
Professional Standards / Internal Investigations	94%	6%	-
Investigations	64%	8%	28%
Targeted Enforcement Teams	59%	8%	33%
General Duty / Patrol	50%	14%	36%
Community Policing / Youth Liaison	71%	6%	23%
New Recruit / Block Training	50%	-	50%
Other Assignments	66%	8%	26%
Less than 5 years	38%	14%	47%
6 to 10 years	47%	16%	37%
11 to 15 years	59%	14%	27%
16 to 20 years	72%	7%	21%
21 to 25 years	75%	4%	21%
Greater than 25 years	82%	2%	16%
<b>Total</b>	<b>58%</b>	<b>10%</b>	<b>31%</b>

### *Compellability of Statements*

Section 5 (1) of the OPCC Practice Directive on Statements by Police Officers (October 24, 2000) states:

5 (1) A respondent police officer in respect of whom an investigation is being carried out may, on a voluntary basis, provide the investigator with a statement setting out their version of the subject-matter of the complaint.

When asked if respondent officers are *required* to provide investigators with a statement outlining their own version of events, one-third of all participants (33%) said “no,” 58% said “yes,” and 9% stated that they did not know. This knowledge question yielded the smallest proportion of participants indicating that they do not know the correct answer, which may be indicative of firm opinions regarding compellability, knowledge of departmental policies, or having engaged in discourse regarding the topic. It is interesting to note, however, that there has been discussion between the OPCC and the departments regarding the compellability of statements, but at present, no such legislation exists.

Corporals and Detectives comprised the rank group with the most members (79%) who reported that respondent officers are required to provide their statement of events. By assignment, those in Professional Standards and Administration were the least likely to agree with the question, with 29% and 36% who noted that officers are not required to provide statements. There were no major differences when comparing results by years of service. See Table 12.

**Table 12: Knowledge of the Compellability of Statements by Demographic Grouping**

Compellability of Statements	% Yes	% No	% Don't Know
Constables	58%	30%	12%
Corporals / Detectives	79%	21%	-
Executive	57%	43%	-
Superintendent / Inspector	52%	46%	2%
Sergeant	58%	42%	-
Staff Sergeant	62%	31%	7%
Corporate Functions	62%	35%	4%
Administration / Document Services / Prime	36%	61%	4%
Professional Standards / Internal Investigations	29%	71%	-
Investigations	59%	35%	6%
Targeted Enforcement Teams	59%	36%	5%
General Duty / Patrol	60%	28%	12%
Community Policing / Youth Liaison	58%	31%	12%
New Recruit / Block Training	50%	31%	19%
Other Assignments	49%	42%	9%
Less than 5 years	61%	23%	16%
6 to 10 years	57%	33%	10%
11 to 15 years	58%	34%	8%
16 to 20 years	56%	41%	3%
21 to 25 years	55%	41%	4%
Greater than 25 years	62%	33%	5%
<b>Total</b>	<b>58%</b>	<b>33%</b>	<b>9%</b>

Open-ended comments revealed that views regarding compellability of statements are mixed – a few participants pointed to a need for compellability and for timelines to be clarified regarding duty reports, while others pointed to potentially negative aspects of compellability, including use of statements in court proceedings, negative inferences drawn if officers do not provide statements, and a general need for clarification of this section of the *Act* in order to avoid further confusion.

*Compellability of Witness Officers*

Participants were asked if witness officers are *required* to meet with investigators and answer their questions. Section 6 of the OPCC Practice Directive on Statements by Police Officers (October 24, 2000) states:

6 Within a reasonable time upon being requested to be interviewed by an investigator, a police officer who might reasonably have knowledge of matters pertaining to a complaint or report shall meet with the investigator and answer all questions.

Seven out of ten participants (70%) indicated that witness officers must comply, while 16% reported that witnesses are not required to meet with investigators and 14% stated that they did not know. By demographic grouping, Constables, New Recruits, and those with less than five years of service were more likely to indicate that they did not know the correct answer (17%, 19% and 26%, respectively). The percent of officers providing affirmative answers increased with years of service. Corporals and Detectives comprised the rank group most likely to state that witnesses are required to meet with investigators (90%), and Professional Standards



investigators were more likely than any other assignment group to respond in the same manner (94%). Please see Table 13.

Open-ended comments regarding compellability of witness officers pointed to a need to clarify the legislation surrounding a witness' duties in the process and the amount of stress witness officers experience when compelled to respond to investigators' questions.

**Table 13: Knowledge of Compellability of Witness Officers by Demographic Grouping**

<b>Compellability of Witness Officers</b>	<b>% Yes</b>	<b>% No</b>	<b>% Don't Know</b>
Constables	65%	18%	17%
Corporals / Detectives	90%	3%	7%
Executive	76%	24%	-
Superintendent / Inspector	87%	9%	4%
Sergeant	83%	12%	5%
Staff Sergeant	72%	21%	7%
Corporate Functions	83%	12%	5%
Administration / Document Services / Prime	71%	25%	4%
Professional Standards / Internal Investigations	94%	6%	-
Investigations	71%	18%	11%
Targeted Enforcement Teams	73%	16%	11%
General Duty / Patrol	65%	18%	17%
Community Policing / Youth Liaison	77%	8%	15%
New Recruit / Block Training	69%	13%	19%
Other Assignments	85%	8%	8%
Less than 5 years	55%	18%	26%
6 to 10 years	63%	24%	13%
11 to 15 years	77%	11%	12%
16 to 20 years	80%	13%	7%
21 to 25 years	80%	14%	5%
Greater than 25 years	81%	14%	5%
<b>Total</b>	<b>70%</b>	<b>16%</b>	<b>14%</b>

### *Compellability to Testify*

Participants were asked whether witness officers are *required* to testify at public hearing and during inquiries into complaints. Three-quarters (75%) of all participants said "yes," 5% said "no," and 20% did not know how to respond. Section 61.1 (2) and (3) of the *Police Act* stipulate that:

61.1 (2) Subject to the law of privilege, all witnesses, including, without limitation, municipal Constables other than the respondent, are compellable at proceedings under this Part.

(3) Municipal constables, chief constables and deputy chief constables may be compelled to make statements

(a) in internal discipline proceedings, and

(b) at public hearings and inquiries under this Act.

Just over half (57%) of participants with less than five years of service responded to this question correctly – more than a third (36%) of this group reported that they did not know the answer. Knowledge about the

compellability of witnesses increased with each years of service grouping; 90% of those with greater than 25 years of service provided the correct response. By rank, those from Sergeant ranks and above were more likely to say that witnesses can be compelled to testify. By assignment, those in Professional Standards and Corporate Functions (94% each) were more likely to respond correctly. Please see Table 14.

**Table 14: Knowledge of Compellability to Testify by Demographic Grouping**

<b>Compellability to Testify</b>	<b>% Yes</b>	<b>% No</b>	<b>% Don't Know</b>
Constables	69%	6%	25%
Corporals / Detectives	83%	7%	10%
Executive	86%	14%	0%
Superintendent / Inspector	96%	2%	2%
Sergeant	88%	4%	8%
Staff Sergeant	93%	0%	7%
Corporate Functions	94%	4%	3%
Administration / Document Services / Prime	86%	7%	7%
Professional Standards / Internal Investigations	94%	0%	6%
Investigations	81%	4%	15%
Targeted Enforcement Teams	74%	7%	19%
General Duty / Patrol	70%	6%	25%
Community Policing / Youth Liaison	67%	6%	27%
New Recruit / Block Training	69%	0%	31%
Other Assignments	81%	4%	15%
Less than 5 years	57%	7%	36%
6 to 10 years	68%	7%	25%
11 to 15 years	82%	2%	16%
16 to 20 years	86%	4%	10%
21 to 25 years	86%	7%	7%
Greater than 25 years	90%	3%	8%
<b>Total</b>	<b>75%</b>	<b>5%</b>	<b>20%</b>

As above with the issue of compellability of witness to respond to investigators' questions, participants have noted that it is stressful for witnesses to be forced to testify against other officers, stating that the process creates animosity and a confrontational atmosphere.

#### *Withdrawal of Complaints*

When asked if an investigation can still take place even if the complainant has withdrawn their complaint, 86% of all participants responded correctly by indicating "yes". Sections 52.2 (1), (5), (6), and (7) of the Act state:

52.2 (1) A complainant who wishes to withdraw a complaint that the complainant has lodged may at any time file a written notice of withdrawal with the discipline authority or the police complaint commissioner, or both. (5) If ...withdrawal was made under duress, the police complaint commissioner must order the discipline authority to conduct an investigation.... (6) If ...not made under duress, the police complaint commissioner may provide directions to the discipline authority... [which] (7) ...may, without limitation, include directions that the discipline authority conduct an investigation into any or all of the allegations in the complaint.

All rank groupings of participant officers had at least 95% of members noting that investigations may continue in the event of withdrawal, with the exception of Constables, where 82% responded correctly. No major differences were found when comparing assignment groups. Knowledge about continuing investigations rises with years of service. Please see Table 15.

**Table 15: Knowledge of Withdrawal of Complaints by Demographic Grouping**

<b>Withdrawn Complaints</b>	<b>% Yes</b>	<b>% No</b>	<b>% Don't Know</b>
Constables	82%	3%	15%
Corporals / Detectives	100%	-	-
Executive	100%	-	-
Superintendent / Inspector	98%	-	2%
Sergeant	95%	-	5%
Staff Sergeant	100%	-	-
Corporate Functions	92%	1%	6%
Administration / Document Services / Prime	93%	-	7%
Professional Standards / Internal Investigations	94%	-	6%
Investigations	88%	2%	11%
Targeted Enforcement Teams	91%	3%	6%
General Duty / Patrol	82%	2%	16%
Community Policing / Youth Liaison	85%	-	15%
New Recruit / Block Training	88%	-	13%
Other Assignments	94%	2%	4%
Less than 5 years	76%	3%	22%
6 to 10 years	84%	3%	13%
11 to 15 years	88%	2%	10%
16 to 20 years	93%	2%	5%
21 to 25 years	92%	-	8%
Greater than 25 years	95%	-	5%
<b>Total</b>	<b>86%</b>	<b>2%</b>	<b>12%</b>

#### *Reading Part 9*

Less than half of all participants stated that they had read Part 9 of the *Police Act* regarding complaints against the police. Just over a quarter (28%) stated that they had not, and the same number (28%) indicated that they did not know.

By rank, Staff Sergeants and Executive were most likely to state that they had read Part 9 (76% each), while Constables were least likely (36%). A full 100% of Professional Standards staff indicated that they had read Part 9 and 75% of New Recruits indicated that they had also done so. Those in Targeted Enforcement Teams were most likely to indicate that they had not read Part 9 (43%). By years of service, an equal number of those with less than five years reported having read Part 9 (37%) as those that did not know. Those with six to ten years of experience were the most likely to indicate that they have not read this part of the *Act* (40%); otherwise, the percent of those who have read Part 9 increases with years of service. Please see Table 16.

**Table 16: Reading Part 9 by Demographic Grouping**

<b>Reading Part 9</b>	<b>% Yes</b>	<b>% No</b>	<b>% Don't Know</b>
Constables	36%	33%	31%
Corporals / Detectives	52%	10%	38%
Executive	76%	5%	19%
Superintendent / Inspector	74%	9%	17%
Sergeant	62%	20%	19%
Staff Sergeant	76%	14%	10%
Corporate Functions	56%	17%	27%
Administration / Document Services / Prime	54%	18%	29%
Professional Standards / Internal Investigations	100%	-	-
Investigations	45%	30%	25%
Targeted Enforcement Teams	34%	43%	23%
General Duty / Patrol	41%	28%	32%
Community Policing / Youth Liaison	40%	33%	27%
New Recruit / Block Training	75%	13%	13%
Other Assignments	58%	17%	25%
Less than 5 years	37%	27%	36%
6 to 10 years	32%	40%	28%
11 to 15 years	44%	30%	26%
16 to 20 years	49%	27%	24%
21 to 25 years	57%	23%	21%
Greater than 25 years	58%	21%	21%
<b>Total</b>	<b>44%</b>	<b>28%</b>	<b>28%</b>

General comments regarding the *Police Act* pointed to the cumbersome and, at times, conflicting language used throughout the legislation. Some participants stated that it is difficult to follow the *Act* because the process is complicated and creates administrative burden, while others noted that they found the language of disciplinary defaults to be insulting. Other officers pointed to the *Police Act* as a benefit of the existing process, citing that it provides a structured outline for all municipal departments to follow.

#### *Department Policies and Procedures*

Officers were also asked whether or not they have read their department's policies and procedures with regard to complaints against the police; more than two-thirds (69%) reported having done so.

Apart from Constables, where 60% noted that they had read the department's policies and procedures, at least 90% of all other groups had read the documents. By assignment, 100% of Professional Standards investigators have read the policies and procedures, followed by 93% of Administration staff and 92% of those in Corporate Functions. Just over half (56%) of New Recruits who participated in the survey said that they had done so as well. By years of service, participants were more likely to have read their department's policies and procedures the longer they had been employed as a police officer: less than half (49%) of those with less than five years of experience had read the documents, while 84% to 86% of those with 16 or more years of service reported that they had. Please see Table 17.

**Table 17: Department Policies and Procedures by Demographic Grouping**

<b>Department Policies and Procedures</b>	<b>% Yes</b>	<b>% No</b>	<b>% Don't Know</b>
Constables	60%	23%	17%
Corporals / Detectives	97%	-	3%
Executive	95%	5%	-
Superintendent / Inspector	98%	2%	-
Sergeant	90%	6%	4%
Staff Sergeant	93%	7%	-
Corporate Functions	92%	5%	3%
Administration / Document Services / Prime	93%	4%	4%
Professional Standards / Internal Investigations	100%	-	-
Investigations	74%	16%	10%
Targeted Enforcement Teams	65%	25%	10%
General Duty / Patrol	62%	21%	17%
Community Policing / Youth Liaison	75%	13%	12%
New Recruit / Block Training	56%	25%	19%
Other Assignments	83%	6%	11%
Less than 5 years	49%	29%	22%
6 to 10 years	59%	24%	17%
11 to 15 years	78%	14%	8%
16 to 20 years	84%	11%	6%
21 to 25 years	86%	9%	5%
Greater than 25 years	84%	8%	8%
<b>Total</b>	<b>69%</b>	<b>18%</b>	<b>13%</b>

### 2.2.2 EDUCATION AND TRAINING

#### *Training Received*

Training and awareness issues identified by participants in open-ended questions included:

1. A need for additional training and hands-on experience for investigators with regard to interviewing and interrogation skills; knowledge of the *Police Act*, and how to conduct parallel investigations;
2. Ongoing training for supervisors with regard to the steps of the process; and
3. Continued education for all sworn members, whether at roll call or in seminars, regarding the *Police Act* process and consequences, ethics training in general, and ongoing information regarding changes to policies or procedures surrounding the handling of complaints.

The majority (91%) of participants indicated that they had received at least some training with respect to the Police Complaint Process. Overall, the majority of sworn members received training regarding the complaints process during recruit training (63%), from the in-service courses at the Justice Institute (27%), during department orientation (39%), and/or through department directives (34%). See Table 18.

**Table 18: Overall Training Received**

Type of Training	% Yes
What type of training have you received with regard to the Police Complaint Process?	
Recruit Training	63%
In-service courses (i.e., JIBC Police Academy)	27%
Department Orientation	39%
Department Directives/Standing Orders	34%
Special workshops/lectures (e.g., from OPCC)	16%
Other (Union training, promotional or increment exams, personal experience, agent's course, team training, personal interest, previous experience in internal investigations, conference or workshop attendance, and word of mouth)	14%
No Training	9%

These results are better explained when considering that Constables and those with less than five years of service comprise roughly 50% of all participants. By rank, Constables were most likely to have received training regarding the complaints process during recruit training (72%) and through department orientation (37%), while the majority of other ranks received their information from in-service courses offered at the Justice Institute, through department directives and standing orders, and/or from the OPCC. See Table 19.

**Table 19: Training Received by Rank**

Rank	Recruit Training	In-Service Courses	Department Orientation	Department Directives/Standing Orders	OPCC	Other	Have not received any training
Constables	72%	20%	37%	23%	6%	13%	10%
Corporals / Detectives	55%	38%	24%	52%	21%	28%	3%
Executive	38%	67%	29%	67%	71%	5%	-
Superintendent / Inspector	37%	72%	63%	74%	72%	20%	-
Sergeant	41%	37%	42%	60%	34%	21%	7%
Staff Sergeant	17%	41%	45%	59%	59%	3%	3%
<b>Total</b>	<b>63%</b>	<b>27%</b>	<b>39%</b>	<b>34%</b>	<b>16%</b>	<b>14%</b>	<b>9%</b>

By years of service, those with 15 years or less were more likely to have received training during their recruit training than through any other method. This trend decreased with years of service. In contrast, those with 16 years of service or greater were most likely to have received their training through department directives or standing orders, which increased by years of service (as does receiving in-service training and training from the OPCC). See Table 20.

Other methods through which training was received included from the union, through studying for promotional exams, from personal experience, and through agent courses.

**Table 20: Training Received by Years of Service**

Years of Service	Recruit Training	In-Service Courses	Department Orientation	Department Directives/ Standing Orders	OPCC	Other	Have not received any training
Less than 5 years	89%	15%	33%	6%	2%	7%	6%
6 to 10 years	77%	20%	36%	20%	6%	14%	11%
11 to 15 years	61%	27%	42%	42%	11%	22%	10%
16 to 20 years	47%	34%	43%	50%	22%	18%	11%
21 to 25 years	38%	33%	47%	59%	36%	17%	7%
Greater than 25 years	38%	45%	40%	61%	40%	16%	9%
<b>Total</b>	<b>63%</b>	<b>27%</b>	<b>39%</b>	<b>34%</b>	<b>16%</b>	<b>14%</b>	<b>9%</b>

### *Training Sufficient to Understand Role*

Participants were asked if the training they had received was sufficient to understand their role in the complaints process. Overall, 21% said “yes,” 43% said “somewhat,” and 35% reported that the training was not sufficient. Three-quarters (72%) noted that they would like to receive additional information or training regarding the complaints process.

Staff Sergeants, Executives, and Superintendents/Inspectors were most likely to report that the training was sufficient to understand their role in the complaints process (48%, 48% and 52%, respectively). Constables were most likely to say it was not sufficient (41%). By assignment, Professional Standards investigators were most likely to say that the training was sufficient (53%), followed by New Recruits at 31%. New Recruits were also fairly evenly split as to whether the training was sufficient, somewhat sufficient, or not sufficient (31%, 31% and 38% respectively). By years of service, the likelihood of judging training as sufficient generally tended to increase over time, however, 26% to 42% of all years of service groupings noted that the training they had received was not sufficient. Please see Table 21.

The groups most likely to state that they would like to receive additional information and training regarding the complaints process included Professional Standards investigators (82%), those in administrative assignments (79%), Executives and Staff Sergeants (each at 76%), and Constables (72%). Results on this question did not vary much by years of service. Please see Table 22.

**Table 21: Training Sufficient to Understand Role by Demographic Grouping**

<b>Training Sufficient to Understand Role</b>	<b>% Yes</b>	<b>% Somewhat</b>	<b>% No</b>	<b>% Don't Know</b>
Constables	14%	43%	41%	2%
Corporals / Detectives	41%	31%	24%	3%
Executive	48%	48%	5%	-
Superintendent / Inspector	52%	41%	7%	-
Sergeant	32%	43%	25%	-
Staff Sergeant	48%	31%	21%	-
Corporate Functions	31%	51%	18%	-
Administration / Document Services / Prime	29%	43%	29%	-
Professional Standards / Internal Investigations	53%	35%	12%	-
Investigations	24%	36%	38%	1%
Targeted Enforcement Teams	19%	41%	39%	1%
General Duty / Patrol	17%	46%	36%	2%
Community Policing / Youth Liaison	25%	38%	37%	-
New Recruit / Block Training	31%	31%	38%	-
Other Assignments	17%	42%	38%	4%
Less than 5 years	14%	47%	37%	3%
6 to 10 years	12%	45%	42%	1%
11 to 15 years	16%	40%	42%	1%
16 to 20 years	25%	42%	32%	1%
21 to 25 years	32%	39%	29%	1%
Greater than 25 years	37%	37%	26%	-
<b>Total</b>	<b>21%</b>	<b>43%</b>	<b>35%</b>	<b>1%</b>



**Table 22: Additional Training by Demographic Grouping**

<b>Additional Training</b>	<b>% Yes</b>	<b>% No</b>	<b>% Don't Know</b>
Constables	72%	21%	7%
Corporals / Detectives	69%	28%	3%
Executive	76%	24%	-
Superintendent / Inspector	63%	33%	4%
Sergeant	74%	25%	1%
Staff Sergeant	76%	24%	-
Corporate Functions	77%	22%	1%
Administration / Document Services / Prime	79%	21%	-
Professional Standards / Internal Investigations	82%	18%	-
Investigations	66%	28%	6%
Targeted Enforcement Teams	68%	28%	4%
General Duty / Patrol	74%	19%	7%
Community Policing / Youth Liaison	71%	21%	8%
New Recruit / Block Training	63%	31%	6%
Other Assignments	74%	21%	6%
Less than 5 years	71%	19%	10%
6 to 10 years	73%	21%	6%
11 to 15 years	73%	21%	6%
16 to 20 years	77%	21%	2%
21 to 25 years	66%	30%	4%
Greater than 25 years	70%	29%	1%
<b>Total</b>	<b>72%</b>	<b>23%</b>	<b>6%</b>

## 2.3 EXPERIENCE WITH THE POLICE COMPLAINT PROCESS

Questions regarding experience with the process for handling complaints against the police started out with general questions regarding characteristics of internal and external investigations, and followed with opinions on disciplinary measures, direct involvement in the process and questions about the characteristics of specific complaints.

Findings throughout this section provide support for some commonly accepted theories about experience with the complaints process. For example, participants reported greater satisfaction with characteristics of internal investigations than external ones. Those with fewer years of experience and New Recruits had little direct experience in the handling of complaints; while those in front line policing, executive positions and Professional Standards assignments were more likely to have contact with the public regarding complaints against the police. Also, Constables (particularly those in general duty and Targeted Enforcement Teams) were most likely to be involved in complaints as either witnesses or respondents and least likely to believe that disciplinary measures are appropriate and applied consistently.

### 2.3.1 TIMELY, UNBIASED, AND WITH DUE DILIGENCE: INTERNAL VERSUS EXTERNAL

Participants were asked to rate their beliefs about the timeliness, fairness, and comprehensiveness of complaints investigations when handled by either internal and by external investigators. Overall, participants

believed investigations into complaints conducted by internal investigators were more timely, unbiased, and thorough than those conducted by external investigators. Roughly three-quarters (69% to 79%) of all participants rated internal investigations as having those characteristics, while approximately one-third (30% to 38%) described external investigations in the same manner. It is important to note that at least half of all participants (50% to 52%) indicated that they did not know whether external investigations are conducted with due diligence or in a timely and unbiased manner. See Table 23.

**Table 23: Characteristics of Internal and External Investigations**

Do you believe investigations into complaints involving your department are conducted...	By <b>internal</b> investigators from within your department			By <b>external</b> investigators from another department		
	% Yes	% No	% Don't Know	% Yes	% No	% Don't Know
...in a timely manner?	69%	16%	15%	30%	19%	51%
...without bias?	74%	11%	15%	34%	16%	50%
...with due diligence?	79%	7%	14%	38%	10%	52%

These general findings are supported by responses provided in open-ended comments regarding timeliness, consistency, and fairness of internal and external investigations. Almost half (47%) of all comments provided regarding potential strengths of the existing complaints process pointed to internal investigations and investigators as fair, unbiased, transparent, timely, accountable, effective, and/or consistent, however 20% of those who made a comment on the question regarding weaknesses stated that the process in general is not timely, fair, and consistent. When discussing external investigations, some participants noted that outside investigations are sometimes necessary and can increase public confidence in the process. Others commented that: external investigators cannot understand the specific culture and environment within the department they are investigating; the RCMP should not be called in for externals because they do not operate under nor understand the *Police Act*; or, that external investigations in general take too long to complete.

#### *Timely*

When looking specifically at the question of timeliness, overall, 69% of participants noted that investigations into complaints involving their own department are conducted in a timely manner by internal investigators from within the department, while 30% reported that external investigations are timely. Executives and Superintendents/Inspectors were most likely to respond positively to questions on both internal (86% and 81%, respectively) and external investigators (67% and 50%, respectively), while Staff Sergeants were most likely to state that internal and external investigations are not timely (28% and 31%, respectively).

By assignment, those in Professional Standards, Administration, and Corporate Functions were most likely to indicate that they believe internal investigations are conducted in a timely manner (88%, 86% and 76%). These same three assignments also had the highest percent of participants who believed that external investigations are also timely (41%, 43% and 51%, respectively). It is interesting to note, however, that even though 41% of Professional Standards staff pointed to external investigations as conducted in a timely manner, 47% noted that external investigations were not timely.

There were no major differences between the years of service groupings when looking at ratings of timeliness for internal investigations. When considering external investigations, those with more than 25 years of service were most likely to state that they believed external investigations are conducted in a timely manner (44%), while those with 21 to 25 years of service were most likely to say that external investigations are not timely

(30%). Almost seven in ten (68%) of those with less than five years of service indicated that they did not know about the timeliness of external investigations.

Please see Table 24 for information on ratings of timeliness of internal and external investigations.

**Table 24: Timeliness of Internal and External Investigations by Demographic Grouping**

Complaints Investigations Are Timely	By internal investigators from within your department			By external investigators from another department		
	% Yes	% No	% Don't Know	% Yes	% No	% Don't Know
Constables	66%	16%	19%	25%	17%	58%
Corporals / Detectives	79%	10%	10%	28%	7%	66%
Executive	86%	14%	-	67%	29%	5%
Superintendent / Inspector	81%	15%	4%	50%	28%	22%
Sergeant	77%	16%	7%	39%	25%	36%
Staff Sergeant	69%	28%	3%	45%	31%	24%
Corporate Functions	76%	13%	12%	51%	17%	32%
Administration / Document Services / Prime	86%	4%	11%	43%	14%	43%
Professional Standards / Internal Investigations	88%	12%	-	41%	47%	12%
Investigations	69%	16%	15%	31%	19%	50%
Targeted Enforcement Teams	68%	21%	11%	23%	26%	51%
General Duty / Patrol	68%	15%	17%	27%	16%	56%
Community Policing / Youth Liaison	62%	19%	19%	37%	15%	48%
New Recruit / Block Training	63%	13%	25%	25%	19%	56%
Other Assignments	72%	17%	11%	21%	34%	45%
Less than 5 years	66%	10%	23%	22%	10%	68%
6 to 10 years	70%	17%	13%	24%	23%	52%
11 to 15 years	67%	16%	17%	29%	22%	49%
16 to 20 years	71%	16%	13%	37%	17%	46%
21 to 25 years	70%	23%	8%	33%	30%	38%
Greater than 25 years	72%	17%	11%	44%	21%	36%
<b>TOTAL</b>	<b>69%</b>	<b>16%</b>	<b>15%</b>	<b>30%</b>	<b>19%</b>	<b>51%</b>

### *Unbiased*

With regard to the question of whether members believe investigations into complaints involving their department are conducted without bias by internal investigators and external investigators, 74% of overall participants agreed that internal investigations are unbiased, compared to 34% who believed external investigations are the same.

Executives were most likely to indicate that they believe both internal and external investigations are not biased (95% for each), followed by Staff Sergeants who were equally as likely to say that internal investigations are unbiased (93%) but less likely to state the same in regard to external investigations (69%).

Professional Standards investigators were more likely than other assignment groups to state that both internal and external investigations are conducted without bias (94% and 65%, respectively). Still, one-quarter (24%) of Professional Standards investigators did not believe that external investigations are conducted in an unbiased manner. New Recruits comprised the group least likely to state that investigations by internal

investigators are unbiased (56%); however, this group also had high numbers who indicated that they did not know (31%).

All years of service groupings ranged from 70% to 78% who noted that internal investigations are conducted without bias; however, those with less than five years of service were more likely to indicate that they did not know (25%). When considering investigations conducted by external investigators, the general trend showed that participants with more years of service were more likely to report that external investigations are conducted without bias.

Please see Table 25 for information regarding ratings of fairness of investigations conducted by internal and external investigators.

**Table 25: Fairness of Internal and External Investigations by Demographic Grouping**

Complaints Investigations Are Conducted Without Bias	By internal investigators from within your department			By external investigators from another department		
	% Yes	% No	% Don't Know	% Yes	% No	% Don't Know
Constables	69%	12%	19%	29%	15%	57%
Corporals / Detectives	83%	10%	7%	28%	3%	69%
Executive	95%	5%	-	95%	-	5%
Superintendent / Inspector	91%	4%	6%	57%	19%	24%
Sergeant	82%	12%	6%	41%	23%	36%
Staff Sergeant	93%	3%	3%	69%	10%	21%
Corporate Functions	83%	6%	10%	56%	12%	32%
Administration / Document Services / Prime	75%	14%	11%	36%	29%	36%
Professional Standards / Internal Investigations	94%	6%	-	65%	24%	12%
Investigations	72%	17%	11%	38%	15%	48%
Targeted Enforcement Teams	74%	14%	12%	32%	17%	51%
General Duty / Patrol	73%	9%	18%	29%	14%	56%
Community Policing / Youth Liaison	77%	8%	15%	38%	13%	48%
New Recruit / Block Training	56%	13%	31%	38%	19%	44%
Other Assignments	70%	17%	13%	32%	30%	38%
Less than 5 years	72%	4%	25%	24%	10%	67%
6 to 10 years	73%	14%	13%	27%	19%	55%
11 to 15 years	70%	15%	15%	33%	16%	51%
16 to 20 years	75%	16%	9%	42%	18%	40%
21 to 25 years	78%	14%	8%	47%	18%	35%
Greater than 25 years	78%	10%	12%	46%	18%	36%
<b>TOTAL</b>	<b>74%</b>	<b>11%</b>	<b>15%</b>	<b>34%</b>	<b>16%</b>	<b>50%</b>

### *Due Diligence*

Regarding questions of the comprehensiveness of investigations by internal and external investigators, 79% of participants overall indicated that internal investigations are conducted with due diligence, while 38% said the same about external investigations. This question yielded higher numbers who indicated that due diligence is used in both internal and external investigations compared to the questions on fairness and timeliness of investigations, suggesting that participants are more satisfied with the level of effort going

into investigations than they are with the amount of time and the potential for bias. See Table 23 above for comparison between these questions.

Executives and Superintendents/Inspectors were most likely to indicate that they believe both internal investigations (100% and 98%, respectively) and external investigations (90% and 65%, respectively) are conducted with due diligence. Corporals/Detectives were also likely to state that internal investigations are conducted with due diligence (93%), but did not indicate the same about external investigations (28% said yes; 72% reported that they do not know).

Those in Professional Standards and Corporate Functions reported that due diligence is utilized in internal investigations (100% and 90%, respectively); and were most likely to state the same about external investigations (71% and 63%, respectively). New Recruits comprised the group with the fewest members who indicated that internal investigations are conducted with due diligence (63%), while 31% of New Recruits did not know.

More than three-quarters of all years of service groups reported that internal investigations are conducted with due diligence. Reports of the same for external investigations increased with years of service, from 27% to 53%. See Table 26 below.

**Table 26: Due Diligence of Internal and External Investigations by Demographic Grouping**

Complaints Investigations Are Conducted With Due Diligence	By internal investigators from within your department			By external investigators from another department		
	% Yes	% No	% Don't Know	% Yes	% No	% Don't Know
Constables	75%	7%	18%	32%	9%	59%
Corporals / Detectives	93%	3%	3%	28%	-	72%
Executive	100%	-	-	90%	-	10%
Superintendent / Inspector	98%	-	2%	65%	13%	22%
Sergeant	88%	8%	4%	51%	12%	37%
Staff Sergeant	83%	14%	3%	59%	17%	24%
Corporate Functions	90%	3%	8%	63%	6%	31%
Administration / Document Services / Prime	86%	7%	7%	43%	11%	46%
Professional Standards / Internal Investigations	100%	-	-	71%	12%	18%
Investigations	80%	10%	10%	39%	10%	52%
Targeted Enforcement Teams	79%	10%	11%	33%	14%	53%
General Duty / Patrol	78%	6%	17%	35%	9%	56%
Community Policing / Youth Liaison	79%	6%	15%	42%	8%	50%
New Recruit / Block Training	63%	6%	31%	38%	6%	56%
Other Assignments	74%	11%	15%	34%	19%	47%
Less than 5 years	75%	2%	23%	27%	4%	69%
6 to 10 years	80%	7%	12%	30%	14%	56%
11 to 15 years	77%	11%	13%	36%	10%	54%
16 to 20 years	82%	9%	9%	49%	11%	40%
21 to 25 years	81%	11%	8%	48%	13%	39%
Greater than 25 years	86%	6%	8%	53%	12%	34%
<b>TOTAL</b>	<b>79%</b>	<b>7%</b>	<b>14%</b>	<b>38%</b>	<b>10%</b>	<b>52%</b>

### 2.3.2 DISCIPLINARY MEASURES

Less than half (46%) of all participants believe that disciplinary measures with regard to complaints against the police are applied consistently within their department. Constables and Corporals/Detectives were the groups least likely to report that discipline is consistent (40% and 48%, respectively); though ratings improved with rank – 95% of Executives believe that discipline is applied consistently. It is important to note that 36% of Constables indicated that they did not know whether discipline was consistent.

Those in Professional Standards and Corporate Functions were more likely to report that disciplinary measures are applied consistently compared to other assignment groupings (88% and 76%, respectively). Professional Standards investigators were the most decided on this question – all of them answered either “yes” or “no” – while New Recruits were equally likely to state that they do not know as to state that they believe discipline is consistent (44% each).

No major trends were apparent when comparing results for years of service groupings, though almost half (48%) of all participants with less than five years of service indicated that they did not know if disciplinary measures with regard to complaints are applied consistently. Please see Table 27.

**Table 27: Consistency of Disciplinary Measures by Demographic Grouping**

Consistency of Disciplinary Measures	% Yes	% No	% Don't Know
Constables	40%	24%	36%
Corporals / Detectives	48%	34%	17%
Executive	95%	5%	-
Superintendent / Inspector	76%	20%	4%
Sergeant	60%	27%	13%
Staff Sergeant	62%	21%	17%
Corporate Functions	76%	15%	9%
Administration / Document Services / Prime	50%	21%	29%
Professional Standards / Internal Investigations	88%	12%	-
Investigations	47%	29%	24%
Targeted Enforcement Teams	48%	31%	21%
General Duty / Patrol	42%	21%	37%
Community Policing / Youth Liaison	37%	29%	35%
New Recruit / Block Training	44%	13%	44%
Other Assignments	49%	30%	21%
Less than 5 years	38%	14%	48%
6 to 10 years	46%	30%	24%
11 to 15 years	43%	30%	27%
16 to 20 years	50%	28%	22%
21 to 25 years	55%	26%	19%
Greater than 25 years	55%	23%	21%
<b>Total</b>	<b>46%</b>	<b>24%</b>	<b>29%</b>

In addition to whether or not sworn members believe discipline is applied consistently, participants were also asked whether they feel that disciplinary measures relating to complaints against the police are appropriate, too harsh, or too lenient. The majority of participants (58%) indicated that disciplinary measures are

appropriate, and more than one-quarter (28%) reported that they did not know. The likelihood of stating that discipline is appropriate increased with rank; 51% of Constables noted that discipline is appropriate while 90% of Executives indicated the same. Staff Sergeants were most likely to note that discipline in relation to complaints is too lenient (14%); in contrast, only 2% of all Constables reported the same, and 12% noted their belief that discipline is too harsh.

As with the question regarding whether disciplinary measures are consistently applied, those in Professional Standards and Corporate Functions were more likely to report discipline is appropriate compared to other assignment groupings (88% and 77%, respectively). Both groups were also the most decided on this question – only 6% of Professional Standards investigators indicated that they did not know, and 12% of those in Corporate Functions, while 21-35% of all other assignments stated that they did not know. New Recruits were equally split, with 44% who indicated that discipline is appropriate and stated that they did not know, as well as 6% who noted each that discipline was too harsh or that it was too lenient.

There were no major differences when reviewing opinions regarding the appropriateness of disciplinary measures by years of service, though those with less than five years of service had the lowest percent of participants who noted that discipline is appropriate (44%) and the most who said that they did not know (44%). See Table 28 for detail.

Open-ended comments regarding the appropriateness of discipline pointed to the benefits of discipline being corrective rather than punitive, keeping it within the department by having the Chief as the discipline authority, the depth of disciplinary options and measures, and the flexibility discipline authorities can use in meting out disciplinary measures. Others pointed to disciplinary measures as being subjective, without standardization, inconsistent, punitive, unequal based on ranks, and “not significant enough to act as a deterrent for some officers”. One person noted that discipline is sometimes initiated before an issue is resolved or the investigation completed. Another participant suggested that disciplinary measures given out should be made public within the police service.

**Table 28: Appropriateness of Disciplinary Measures by Demographic Grouping**

<b>Appropriateness of Disciplinary Measures</b>	<b>% Too harsh</b>	<b>% Appropriate</b>	<b>% Too lenient</b>	<b>% Don't Know</b>
Constables	12%	51%	2%	35%
Corporals / Detectives	7%	59%	3%	31%
Executive	-	90%	10%	-
Superintendent / Inspector	-	89%	7%	4%
Sergeant	7%	77%	4%	12%
Staff Sergeant	3%	69%	14%	14%
Corporate Functions	4%	77%	8%	12%
Administration / Document Services / Prime	4%	61%	7%	29%
Professional Standards / Internal Investigations	-	88%	6%	6%
Investigations	9%	64%	4%	23%
Targeted Enforcement Teams	13%	63%	4%	21%
General Duty / Patrol	11%	52%	2%	36%
Community Policing / Youth Liaison	15%	48%	2%	35%
New Recruit / Block Training	6%	44%	6%	44%
Other Assignments	17%	66%	4%	13%
Less than 5 years	12%	44%	-	44%
6 to 10 years	13%	59%	1%	27%
11 to 15 years	13%	54%	7%	27%
16 to 20 years	11%	66%	4%	19%
21 to 25 years	7%	72%	4%	17%
Greater than 25 years	3%	68%	6%	22%
<b>Total</b>	<b>10%</b>	<b>58%</b>	<b>3%</b>	<b>28%</b>

### 2.3.3 DIRECT INVOLVEMENT

In addition to their views of the complaints process overall, participants were asked whether or not they had direct experience with the process, both from the perspective of directing a member of the public on how or where to lodge a complaint as well as whether they have had a complaint laid against them or acted as a witness in a complaint investigation.

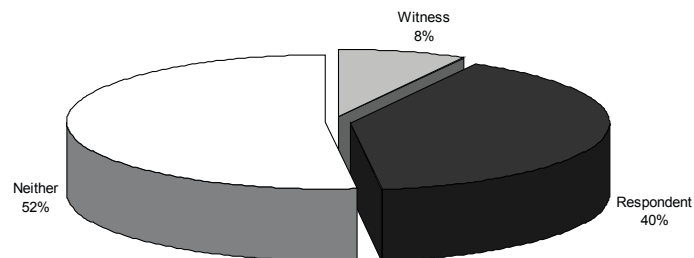
Overall, 54% of all participants have been approached by a member of the public with regard to making a complaint against the department or a police officer employed within the department. Executives, Staff Sergeants and Sergeants were most likely to have been approached by a member of the public (81%, 79%, and 66%, respectively) while Corporals/Detectives were the least likely (34%). By assignment, those in Professional Standards and community policing were most likely (88% and 69%, respectively) while those in Investigations and New Recruit Block Training were the least likely (35% and 13%, respectively). There were no major differences between years of service grouping with regard to whether or not they have been approached by a member of the public in regard to making a complaint. Please see Table 29.



**Table 29: Approached by a Member of the Public by Demographic Grouping**

Approached by Member of Public	% Yes	% No
Constables	50%	50%
Corporals / Detectives	34%	66%
Executive	81%	19%
Superintendent / Inspector	54%	46%
Sergeant	66%	34%
Staff Sergeant	79%	21%
Corporate Functions	50%	50%
Administration / Document Services / Prime	54%	46%
Professional Standards / Internal Investigations	88%	12%
Investigations	35%	65%
Targeted Enforcement Teams	54%	46%
General Duty / Patrol	61%	39%
Community Policing / Youth Liaison	69%	31%
New Recruit / Block Training	13%	88%
Other Assignments	57%	43%
Less than 5 years	50%	50%
6 to 10 years	60%	40%
11 to 15 years	53%	47%
16 to 20 years	60%	40%
21 to 25 years	51%	49%
Greater than 25 years	49%	51%
<b>Total</b>	<b>54%</b>	<b>46%</b>

When considering whether or not participants had been named in a complaint or acted as a witness, or both, 48% of all participants reported having been involved in the process over the past two years (8% as a witness and 40% as a respondent or a respondent *and* witness); while 52% indicated that they had never been involved. See Figure 3.

**Figure 3: Involvement in the Police Complaint Process**

Almost half (45%) of all Constables indicated that they had acted as a respondent or performed both roles (respondent and witness) within the past two years. In comparison, approximately one-quarter of all other ranks reported the same. Similarly individuals on General Duty / Patrol assignments or from Targeted Enforcement Teams were most likely to report the same (51% and 48% who have been a respondent or both a respondent and witness). Please see Table 30.

Compared to other groups, those in Professional Standards assignments and the Executive were more likely to state that they have been named as respondents (29% and 24%, respectively). Officers in Administration and New Recruit Block Training were least likely to have been involved in the complaints process, with 82% and 81% who stated that they had been neither a respondent nor a witness over the past two years.

By years of service, the general trend showed that the more experience a participant has, the less likely he or she is to report being involved in the complaints process. The exception to this trend was with regard to those with greater than 25 years of service, who had a higher percent of members who indicated being involved compared to the 21 to 25 years of service group. Please see Table 30.

**Table 30: Involved in Complaints Process as Respondent or Witness by Demographic Grouping**

<b>Involved in Complaints Process as Respondent or Witness</b>	<b>% Respondent</b>	<b>% Witness</b>	<b>% Both</b>	<b>% Neither</b>	<b>Respondent + Both</b>
Constables	32%	8%	13%	47%	45%
Corporals / Detectives	17%	3%	7%	72%	24%
Executive	24%	-	-	76%	24%
Superintendent / Inspector	19%	7%	6%	69%	24%
Sergeant	20%	8%	8%	63%	28%
Staff Sergeant	14%	7%	7%	72%	21%
Corporate Functions	17%	4%	1%	78%	18%
Administration / Document Services / Prime	11%	-	7%	82%	18%
Professional Standards / Internal Investigations	29%	12%	-	59%	29%
Investigations	19%	6%	6%	69%	25%
Targeted Enforcement Teams	30%	11%	17%	42%	48%
General Duty / Patrol	36%	10%	15%	39%	51%
Community Policing / Youth Liaison	15%	4%	10%	71%	25%
New Recruit / Block Training	-	13%	6%	81%	6%
Other Assignments	15%	8%	13%	64%	28%
Less than 5 years	38%	11%	15%	36%	53%
6 to 10 years	32%	11%	17%	41%	48%
11 to 15 years	28%	7%	11%	54%	39%
16 to 20 years	23%	7%	10%	60%	33%
21 to 25 years	14%	6%	7%	73%	21%
Greater than 25 years	23%	3%	3%	70%	27%
<b>Total</b>	<b>28%</b>	<b>8%</b>	<b>12%</b>	<b>52%</b>	<b>40%</b>

### 2.3.4 TIMELY, UNBIASED, AND WITH DUE DILIGENCE: SPECIFIC COMPLAINT

Participants who indicated that they had been involved in the process, either as a witness or a respondent, or both were asked about the timeliness, fairness, and comprehensiveness of the most recent complaint in which they were involved. These questions were similar to those asked in regard to comparing internal investigations to external investigations, with the exception that this question directed participants to the specific situation they had been involved in and not their overall opinion.

Overall, three-quarters (75%) of all participants noted that the most recent investigation they were involved with was conducted in a timely manner, 83% stated that it was conducted without bias, and 86% reported that it was done with due diligence. See Table 31.

**Table 31: Characteristics of the Most Recent Investigation**

<b>Do you believe the investigation into that particular complaint was conducted...</b>	<b>% Yes</b>	<b>% No</b>	<b>% Don't Know</b>
...in a timely manner?	75%	21%	4%
...without bias?	83%	9%	8%
...with due diligence?	86%	6%	7%

*Timely*

When looking specifically at the question of timeliness of the complaint, overall, 75% of participants noted that it was conducted in a timely manner. All executives (100%) reported that the investigation into the complaint was conducted in a timely manner. Executives were followed by Corporals/Detectives, where 88% noted that the investigation was conducted in a timely manner.

When comparing reports of timeliness by assignment, those in Corporate Functions and those in Professional Standards were most likely to indicate that the complaint they were involved with – either as a respondent or as a witness – was conducted in a timely manner (88% and 86%, respectively). All New Recruits who had been involved in a complaint in the past two years (n=3) reported that the investigation was not conducted in a timely manner.

Those with 21 to 25 years of service and those with greater than 25 years of service were most likely to indicate that the investigation had not been conducted in a timely manner (38% and 32%, respectively).

Please see Table 32 for information on ratings of timeliness of the most recent investigation.

**Table 32: Timeliness of Most Recent Investigation by Demographic Grouping**

<b>Investigation Was Timely</b>	<b>% Yes</b>	<b>% No</b>	<b>% Don't Know</b>
Constables	76%	20%	5%
Corporals / Detectives	88%	13%	-
Executive	100%	-	-
Superintendent / Inspector	71%	29%	-
Sergeant	70%	29%	1%
Staff Sergeant	75%	25%	-
Corporate Functions	88%	12%	-
Administration / Document Services / Prime	80%	20%	-
Professional Standards / Internal Investigations	86%	14%	-
Investigations	80%	16%	4%
Targeted Enforcement Teams	61%	34%	5%
General Duty / Patrol	78%	18%	4%
Community Policing / Youth Liaison	73%	20%	7%
New Recruit / Block Training	-	100%	-
Other Assignments	58%	42%	-
Less than 5 years	78%	17%	6%
6 to 10 years	76%	21%	3%
11 to 15 years	76%	21%	4%
16 to 20 years	79%	17%	3%
21 to 25 years	62%	38%	-
Greater than 25 years	66%	32%	2%
<b>TOTAL</b>	<b>75%</b>	<b>21%</b>	<b>4%</b>

*Unbiased*

With regard to the question of whether members believe the most recent investigation they have been involved in as either a witness or a respondent was biased, 83% overall indicated that the investigation was conducted without bias. A full 100% of all Executive, Staff Sergeants, and Corporals/Detectives reported that the investigation was not biased, followed by 94% of Superintendents/ Inspectors who noted the same.

By assignment, all of those in Professional Standards and Corporate Functions (100%) said there was no bias. One-third of New Recruits reported each that the latest investigation was conducted without bias, that it was *not* conducted without bias, or did not know (33% each).

Please see Table 33 for information regarding ratings of fairness of the most recent investigation.

**Table 33: Fairness of Most Recent Investigation by Demographic Grouping**

<b>Investigation was Conducted Without Bias</b>	<b>% Yes</b>	<b>% No</b>	<b>% Don't Know</b>
Constables	82%	9%	10%
Corporals / Detectives	100%	-	-
Executive	100%	-	-
Superintendent / Inspector	94%	6%	-
Sergeant	81%	17%	2%
Staff Sergeant	100%	-	-
Corporate Functions	100%	-	-
Administration / Document Services / Prime	80%	-	20%
Professional Standards / Internal Investigations	100%	-	-
Investigations	88%	6%	6%
Targeted Enforcement Teams	75%	15%	10%
General Duty / Patrol	83%	9%	8%
Community Policing / Youth Liaison	87%	-	13%
New Recruit / Block Training	33%	33%	33%
Other Assignments	63%	26%	11%
Less than 5 years	86%	5%	10%
6 to 10 years	78%	11%	11%
11 to 15 years	78%	12%	10%
16 to 20 years	85%	14%	1%
21 to 25 years	84%	13%	2%
Greater than 25 years	82%	11%	7%
<b>TOTAL</b>	<b>83%</b>	<b>9%</b>	<b>8%</b>

### *Due Diligence*

Regarding the comprehensiveness of the most recent investigation, overall, 86% of those who had been involved as either a respondent or witness in the past two years indicated that the investigation was conducted with due diligence. As with the question on bias, numerous groups had 100% of their participants who reported that the most recent investigation was conducted with due diligence, including:

- Executives;
- Superintendent / Inspector;
- Staff Sergeant;
- Sergeant;
- Corporals / Detectives;
- Corporate Functions;
- Administration / Document Services / Prime; and
- Professional Standards / Internal Investigations.

The groups that were least likely to say that due diligence was used included New Recruits and other assignments that did not fit into the regular categories (33% and 63% reported that the investigation was conducted with due diligence). One reason for New Recruits reporting such is that 67% (or 2 out of 3) reported that they did not know whether due diligence was used. See Table 34.

**Table 34: Due Diligence of Most Recent Investigation by Demographic Grouping**

<b>Investigation Was Conducted With Due Diligence</b>	<b>% Yes</b>	<b>% No</b>	<b>% Don't Know</b>
Constables	86%	6%	8%
Corporals / Detectives	100%	-	-
Executive	100%	-	-
Superintendent / Inspector	100%	-	-
Sergeant	86%	11%	4%
Staff Sergeant	100%	-	-
Corporate Functions	100%	-	-
Administration / Document Services / Prime	80%	-	20%
Professional Standards / Internal Investigations	100%	-	-
Investigations	89%	6%	5%
Targeted Enforcement Teams	82%	10%	8%
General Duty / Patrol	88%	5%	7%
Community Policing / Youth Liaison	93%	-	7%
New Recruit / Block Training	33%	-	67%
Other Assignments	63%	26%	11%
Less than 5 years	91%	2%	7%
6 to 10 years	82%	9%	10%
11 to 15 years	85%	4%	12%
16 to 20 years	85%	11%	3%
21 to 25 years	87%	9%	4%
Greater than 25 years	86%	9%	5%
<b>TOTAL</b>	<b>86%</b>	<b>6%</b>	<b>7%</b>

## 2.4 AWARENESS OF THE OPCC

Findings throughout this section suggest that although participants are aware of the role of the OPCC not many recall having been in contact with the Office throughout their career. This becomes increasingly the case when discussing groups with more members that indicated they had been involved in the complaints process (e.g., Constables in general duty or Targeted Enforcement Teams). Overall, less than a quarter of participants reported confidence with the OPCC, while a greater number were neutral and the majority (four in ten) stated that they were not confident. Reasons for such confidence ratings of the OPCC may be linked with remarks provided in open-ended questions about the process. Some participants noted that the OPCC may provide a vehicle for increasing public confidence by reviewing complaints and ensuring standards are met, however, others noted that OPCC decisions are subject to bias against the police and to public and political influence.

### 2.4.1 AWARENESS OF OPCC

Participants were asked if they were aware of the role of the OPCC for British Columbia. Overall, 89% stated that they were aware. Those who indicated they were not received further information regarding the OPCC, including the following:

The Office of the Police Complaint Commissioner (OPCC) is responsible for overseeing the handling of complaints against municipal police to ensure they are handled fairly and impartially. The OPCC ensures that

all complaints are thoroughly and professionally investigated by the police. The Commissioner may request additional investigation either by the same investigators or by an external agency, and may arrange for a Public Hearing.

- Persons wishing to make a complaint may do so either to the OPCC or to the Police Department involved in the complaint. Staff at either location will:
  - Ensure that the complainant understands the process,
  - Ensure that the complainant understands their rights under the Police Act,
  - Assist the complainant by providing necessary information, and
  - Provide information about informal resolution or mediation.

Groups with the most participants who were unfamiliar with the role of the OPCC included Constables and members with less than 10 years of experience. See Table 35 for detail.

**Table 35: Awareness of the Role of the OPCC by Demographic Grouping**

Aware of the Role of the OPCC	% Yes	% No
Constables	87%	13%
Corporals / Detectives	86%	14%
Executive	100%	-
Superintendent / Inspector	100%	-
Sergeant	95%	5%
Staff Sergeant	100%	-
Corporate Functions	95%	5%
Administration / Document Services / Prime	100%	-
Professional Standards / Internal Investigations	100%	-
Investigations	89%	11%
Targeted Enforcement Teams	92%	8%
General Duty / Patrol	88%	12%
Community Policing / Youth Liaison	90%	10%
New Recruit / Block Training	88%	13%
Other Assignments	89%	11%
Less than 5 years	85%	15%
6 to 10 years	87%	13%
11 to 15 years	89%	11%
16 to 20 years	93%	7%
21 to 25 years	93%	7%
Greater than 25 years	96%	4%
<b>TOTAL</b>	<b>89%</b>	<b>11%</b>

#### 2.4.2 CONTACT WITH OPCC

As stated in the section on experience with the complaints process, 40% of all participants reported being involved in the process as respondent or as both a witness and respondent over the past two years. However, less than a quarter (23%) reported having ever been in contact with the OPCC. Those most likely to have had contact with the OPCC include higher rank levels such as Executives and Superintendents/Inspectors (81% and 63%, respectively, who reported having been in contact) and those in Professional Standards (94%). Contact with OPCC also tends to increase with years of service.

It is interesting to note, though, that groups with a higher percent of participants who reported having been involved in a complaint over the past two years – whether as a respondent or as a witness and respondent – were less likely to have had contact with the OPCC. This includes Constables, those in general duty and Targeted Enforcement Teams, and those with less than five years of service. Table 36 shows that 45% of Constables were involved in a complaint in the past two years, while 15% reported having ever had contact with the OPCC. For those in general duty and Targeted Enforcement Teams, 51% and 48% have been involved, and 18% and 21% have had contact. Similarly, 53% of participants with less than five years of service reported having been involved in a complaint within the past five years, while 10% had contact with the OPCC. See Table 36 for comparisons.

**Table 36: Contact with the OPCC by Demographic Grouping**

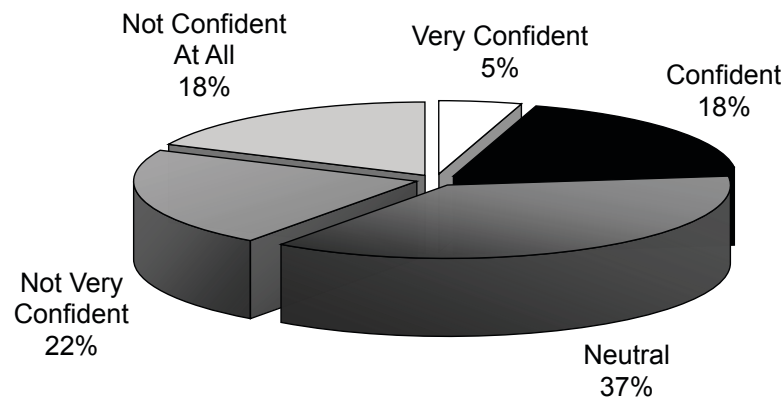
Contact with OPCC	% Yes	% No	% Don't Know	Respondent + Both
Constables	15%	83%	2%	45%
Corporals / Detectives	31%	66%	3%	24%
Executive	81%	19%	-	24%
Superintendent / Inspector	63%	37%	-	24%
Sergeant	36%	63%	1%	28%
Staff Sergeant	41%	59%	-	21%
Corporate Functions	44%	55%	1%	18%
Administration / Document Services / Prime	39%	57%	4%	18%
Professional Standards / Internal Investigations	94%	6%	-	29%
Investigations	24%	73%	3%	25%
Targeted Enforcement Teams	21%	78%	1%	48%
General Duty / Patrol	18%	81%	1%	51%
Community Policing / Youth Liaison	13%	87%	-	25%
New Recruit / Block Training	19%	81%	-	6%
Other Assignments	36%	64%	-	28%
Less than 5 years	10%	90%	-	53%
6 to 10 years	17%	80%	3%	48%
11 to 15 years	20%	78%	2%	39%
16 to 20 years	33%	65%	2%	33%
21 to 25 years	36%	63%	1%	21%
Greater than 25 years	36%	64%	-	27%
<b>TOTAL</b>	<b>23%</b>	<b>75%</b>	<b>1%</b>	<b>40%</b>

### 2.4.3 CONFIDENCE WITH OPCC

Regardless of whether participants had been in contact with the OPCC or not, all participants were asked to rate their level of confidence with the performance of the OPCC. Overall, almost one-quarter (23%) of participants noted that they were confident or very confident with the Office; more than one-third (37%) provided a neutral rating, and 40% overall stated that they were not very confident or not confident at all with the OPCC. Almost one in five participants (n=225) reported that they did not know or had no opinion regarding their confidence with the OPCC. Please see Figure 4.



**Figure 4: Confidence with the Performance of the OPCC**



Differences between ranks indicate that department Executive and Staff Sergeants are the groups most confident with the OPCC (67% and 64%, respectively), while Sergeants, Constables, and Corporals/Detectives were least confident (43%, 41% and 41%, respectively, who noted that they were not confident or not confident at all). Please see Table 37.

**Table 37: Confidence with the OPCC by Demographic Grouping**

Confidence with OPCC	% Confident & Very Confident	% Neutral	% Not Very Confident & Not At All	% Don't Know/ No Opinion
Constables	18%	42%	41%	204
Corporals / Detectives	19%	41%	41%	2
Executive	67%	10%	24%	-
Superintendent / Inspector	39%	24%	37%	-
Sergeant	29%	28%	43%	18
Staff Sergeant	64%	21%	14%	1
Corporate Functions	34%	26%	39%	2
Administration / Document Services / Prime	50%	27%	23%	2
Professional Standards / Internal Investigations	82%	6%	12%	-
Investigations	18%	40%	42%	33
Targeted Enforcement Teams	19%	34%	47%	20
General Duty / Patrol	22%	40%	38%	143
Community Policing / Youth Liaison	12%	46%	41%	11
New Recruit / Block Training	22%	44%	33%	7
Other Assignments	24%	28%	48%	7
Less than 5 years	16%	45%	39%	119
6 to 10 years	15%	44%	41%	35
11 to 15 years	21%	44%	35%	26
16 to 20 years	29%	25%	46%	19
21 to 25 years	29%	31%	40%	12
Greater than 25 years	34%	31%	35%	14
<b>TOTAL</b>	<b>23%</b>	<b>37%</b>	<b>40%</b>	<b>225</b>

By assignment, Professional Standards investigators and Administration staff were most confident (82% and 50%, respectively), while those in Targeted Enforcement Teams and those in other assignments that did not fit into the regular categories were most likely to state that they were not very confident or not confident at all (47% and 48%, respectively).

Also shown in Table 37, confidence with the OPCC increases with years of service. The exception to this trend is that those with less than five years and those with six to ten years of service had similar reporting patterns.

## 2.5 ANALYSIS OF COMMENTS

With respect to police confidence with the overall process for handling public complaints against the police, the data have revealed that half of all participants are confident, while one-third provided neutral ratings, and one in five (21%) reported non-confidence. Executives, Staff Sergeants, and Sergeants were the most confident of all rank groups; Professional Standards investigators and Corporate Functions were the most confident of all assignment groups, and those with more than 25 years of service were the most confident of all years of service groupings. Throughout, Constables with less than 10 years of service working in Targeted Enforcement Teams and general duty/patrol were least likely to report positive opinions about the process.

All participants were asked to provide further information regarding what they see as the strengths and weaknesses of the current complaints process overall. Responses to these open-ended questions show that, on the whole, officers are generally satisfied with the quality of investigations and internal investigators and they believe that having police investigators who are aware of the complexities of policing was a benefit to the complaints process in general because only investigators with a policing background would understand an officer's decision-making processes and would be better able to discover a default if one has occurred. The negative aspects of police investigating police were mentioned relatively few times (8% of responses) and were discussed as a potential for bias (positive or negative) within the relationship of a respondent officer to the internal investigator or department executive, and that the negative public perception of the process is the biggest concern.

The elements most often mentioned by participants as strengths included the quality of investigations, the benefits of police investigating police, and the existing process and structure for handling public complaints against the police. Elements most often noted as weaknesses included frivolous and third party complaints, the OPCC in general, political influence on the process, and the lack of timeliness, fairness, and consistency.

### 2.5.1 STRENGTHS OF THE EXISTING PROCESS

Regarding the question on strengths of the current complaints process, 738 participants responded to this question, providing 1,032 distinct comments. These comments were grouped into descriptive themes, and the themes assembled under five overarching categories. These five categories include (1) timely, consistent, and fair, (2) police investigating police, (3) process and structure, (4) oversight, and (5) accessibility. The remaining comments did not appear in sufficient recurrence to constitute an additional theme of their own and were grouped in a category entitled 'miscellaneous'. An explanation of the types of comments found across the thematic categories follows. See Table 38 for a list of the recurring themes within participants' comments on the strengths of the existing Police Complaint Process.

#### *Timely, Consistent, and Fair (47% of those who provided comment)*

The majority of comments made regarding the strengths of the current process for handling complaints against the police pointed to the level of objectivity and fairness afforded to the investigations. Participants

noted that internal investigators are competent and professional and conduct thorough reviews in an open, transparent, and timely manner. The process overall is considered to be accountable, efficient, effective, and conducted in a consistent and straight-forward manner by these participants.

*Police Investigating Police (32% of those who provided comment)*

Comments made regarding police investigating police point to the benefit of having individuals who have been professionally trained in conducting objective investigations and have knowledge and experience in police-related activities to carry out examinations of complaints against the police. Some participants also noted that civilian investigators would not have the insight to be able to fully understand why an officer might choose to act in a certain manner, would likely not be as experienced in investigations, or may be subject to the sway of political agendas, media, and public opinion.

*Process and Structure (20% of those who provided comment)*

Strengths found within the process and structure of the complaints system, as identified by 20% survey participants, included that: the process is beneficial for the simple fact that it exists; it is structured in reporting requirements and decision making parameters yet provides flexibility depending on investigative requirements (including ability for external investigations); respondents and complainants are afforded notification and updates regarding their complaint; and there is a process for dismissing frivolous complaints. Several officers also pointed to the benefits of informal resolutions when possible, and corrective discipline when necessary. A few also pointed to the *Police Act* as providing a functional outline, and two noted that the fact that process exists province-wide for municipal departments is a major strength.

**Table 38: Strengths of the Current Complaints Process**

Category Title and Definition	Recurring Theme	# of Times Mentioned	% of N (738)
<b>Timely, Consistent, and Fair</b>		<b>345<sup>4</sup></b>	<b>47%</b>
<i>The system is the above as well as open and accountable, efficient and effective, thorough and clear</i>	Fair/Unbiased/Balanced/Objective	138	19%
	Quality/Thorough/Professional/Competent (Investigations and investigators)	138	19%
	Open/Transparent	71	10%
	Timely	44	6%
	Accountable	41	6%
	Effective	9	1%
	Clear	7	1%
	Efficient	5	1%
	Consistent	4	1%
<b>Police Investigating Police</b>		<b>235</b>	<b>32%</b>
<i>The system works because of police investigation</i>	Benefits of police investigating police	234	32%
	No sway by political agendas	6	1%
<b>Process and Structure</b>		<b>149</b>	<b>20%</b>
<i>The system is structured yet flexible and is a boon simply for the fact that it exists</i>	Process is flexible	27	4%
	Process exists	24	3%
	Discipline as corrective rather than punitive	21	3%
	Process is structured	21	3%
	Informal resolution	20	3%
	Frivolous complaints can be dismissed	19	3%
	External investigations	17	2%
	Notifications/disclosure of information	14	2%
	Police Act provides outline	10	1%
	Process is province-wide for municipal PDs	2	< 1%
<b>Oversight</b>		<b>144</b>	<b>20%</b>
<i>Comments made about OPCC and civilian oversight</i>	Positive comments about OPCC	127	17%
	Civilian oversight specifically	19	3%
<b>Accessibility</b>		<b>88</b>	<b>12%</b>
<i>The process is accessible to public, takes complaints seriously, and is easy to navigate through</i>	Accessible to public	49	7%
	All complaints taken seriously	26	4%
	System is easy to use	15	2%
	3rd Party complaints are accepted	4	1%
<b>Miscellaneous</b>		<b>71</b>	<b>10%</b>
<i>Random or seldom mentioned comments or themes that did not group together in a coherent fashion</i>	Miscellaneous comments	32	4%
	Integrity/Improvement/Culture	15	2%
	Rights of respondents are maintained	13	2%
	Chief provides positive influence	10	1%
	Mental health issues taken into account	3	< 1%
<b>Grand Total</b>		<b>1032 comments provided by 738 participants</b>	

<sup>4</sup> This number reflects the possibility that participants may have mentioned more than one theme within their one comment (i.e., the total number of comments within a given category is less than the sum of all themes).

*Oversight (20% of those who provided comment)*

Several officers pointed to the oversight mechanism as a strength of the current process for handling complaints against the police. They noted that it provides an “independent vehicle” for complainants to have their complaints reviewed, and, as a result, strengthens public confidence in the process. The oversight provided by the OPCC is said to achieve the above result while at the same time allowing for trained police investigators to continue examining complaints against police. In addition, the OPCC is said to function as a unifying mechanism, ensuring that there is the same standard of investigation across all municipal departments.

*Accessibility (12% of those who provided comment)*

Several participants pointed to the complaints process as being highly accessible to both police and public with its varied mechanisms whereby a complainant can voice their concerns, including a confidential or non-confidential written or in-person complaint to either the department or the OPCC. They said that all complaints are treated seriously (even frivolous ones) and if investigation is warranted, then it will be carried out. They also indicated that the system is easy to use and to navigate through, and a few officers noted that they like that third party complaints can be lodged. One participant stated that the “public can make both third party complaints and [can] complain at a location away from the department in question and thus gain confidence in the system.”

*Miscellaneous (10% of those who provided comment)*

Some of the comments provided by participants were seldom mentioned or unique enough that they could not be grouped into a coherent theme. Others could be grouped into a theme but the theme did not match or develop into an overarching category. An example of this latter type included the notion that mental health issues with respect to complainants need to be addressed in the complaints process.

## 2.5.2 WEAKNESSES OF THE EXISTING PROCESS

Regarding the question on weaknesses of the current complaints process, 786 participants responded to this question, providing 1,302 distinct points or comments. These comments were grouped into descriptive themes, and the themes assembled under nine overarching categories. These nine categories include:

1. Frivolous complaints;
2. OPCC in general;
3. Sway (political, public, etc.);
4. Not timely, consistent or fair;
5. Management issues;
6. Officer's rights;
7. The *Police Act*;
8. Police investigating police; and
9. RCMP.

The remaining comments did not appear in sufficient recurrence to constitute an additional theme of their own and were grouped in a category entitled ‘miscellaneous’. An explanation of the types of comments found across the thematic categories follows. See Table 39 for a list of the recurring themes within participants’ comments on the weaknesses of the existing Police Complaint Process.

**Table 39: Weaknesses of the Current Complaints Process**

Category Title and Definition	Recurring Theme	# of Times Mentioned	% of N (786)
<b>Frivolous Complaints</b>		<b>286<sup>5</sup></b>	<b>36%</b>
<i>Too easy to make a groundless complaint</i>	Too Many Frivolous Complaints	252	32%
	3rd Party (should not be accepted)	52	7%
	Out of Date (should not be accepted)	4	1%
<b>OPCC</b>		<b>189</b>	<b>24%</b>
<i>Any comment made about the Office, Commissioner, or staff</i>	Negative Comments about OPCC	178	23%
	Awareness Required (Public & Police)	23	3%
<b>Sway</b>		<b>182</b>	<b>23%</b>
<i>Process is too strongly influenced by the following:</i>	Political Agendas	68	9%
	Negative Public Perception	61	8%
	Negative Media Attention	60	8%
	Special Interest Groups	33	4%
<b>Not Timely, Consistent, or Fair</b>		<b>157</b>	<b>20%</b>
<i>Process is NOT the above</i>	Not Timely	83	11%
	Not Fair (Bias)	51	6%
	Not Applied Consistently	37	5%
<b>Management Issues</b>		<b>138</b>	<b>18%</b>
<i>Employee or Department management issues. Complaints:</i>	Drain Resources	66	8%
	Create Stress/Affect Morale	41	5%
	Require More Training	38	5%
<b>Officer's Rights</b>		<b>117</b>	<b>15%</b>
<i>Are violated</i>	Rights are Violated Through Process	111	14%
	Statements (should be/not be required)	14	2%
<b>Police Act</b>		<b>65</b>	<b>8%</b>
<i>Anything relating to the text, language of the text, comprehension of the text, or administrative burden derived from the current Act</i>	Police Act in General	40	5%
	Cumbersome/complicated process	17	2%
	Language is complex or insulting	8	1%
	Purging of Employee Records	6	1%
	Administrative Burden	4	1%
<b>Police Investigating Police</b>		<b>59</b>	<b>8%</b>
<i>Good and bad comments</i>	Police Investigating Police in General	59	8%
<b>RCMP</b>		<b>21</b>	<b>3%</b>
<i>Reflections on RCMP as externals or re. Police Act</i>	Challenge of being an External	12	2%
	Act should apply to RCMP also	11	1%
<b>Miscellaneous</b>		<b>88</b>	<b>11%</b>
<i>Random or seldom mentioned</i>	Miscellaneous Comments	76	10%
	Mental Issues	13	2%
<b>Grand Total</b>		<b>1,302 comments provided by 786 participants</b>	

<sup>5</sup> This number reflects the possibility that participants may have mentioned more than one theme within their one comment (i.e., the total number of comments within a given category is less than the sum of all themes).

### *Frivolous Complaints (36% of those who provided comment)*

Comments concerning frivolous complaints made up the largest group of recurring themes found in the comments provided by survey participants. One-third of all officers who provided an answer to this survey question noted that they felt it was too easy for a citizen to make a groundless complaint. Comments included the sentiment that there should be an avenue for either the department or the OPCC to dismiss frivolous complaints instead of continuing with an investigation, that these types of complaints are a waste of resources, that complainants who lodge groundless complaints should be charged with mischief, or that there should be some means for redress for officers who have groundless complaints laid against them.

Several officers also mentioned that they did not believe that people should be allowed to file third party complaints, noting their belief that these types of complaints are often based on hearsay, are derived from a story they heard or saw on television, or are lodged by people who have not witnessed enough of the incident to fully understand (or be able to recount) the incident.

A couple of participants also noted that complaints that are outside of the allowable timeframe (i.e., one year) should not be investigated under any circumstances because respondent officers may not remember enough detail about the incident in order to provide an accurate statement of events.

### *OPCC (24% of those who provided comment)*

This category is comprised of any comment made about the OPCC. Comments related to the OPCC included:

- A poor relationship exists between the OPCC and various police departments' internal investigations staff;
- The OPCC has a political agenda pointed at keeping itself afloat; and
- The OPCC has a deep-seeded bias against police officers.

A few participants noted that the OPCC needs to make more of an effort to improve awareness and education regarding the role of the Office so that the police and the public could better understand the service they provide and come to understand that BC already has a civilian oversight body.

### *Sway (23% of those who provided comment)*

Comments counted under this category pointed to the opinion that the process for handling complaints against the police was subject to the influence of negative public perceptions, political agendas of key players, negative media reports, and the activities of special interest groups (i.e., Pivot Legal Society and British Columbia Civil Liberties Association).

### *Not Timely, Consistent, or Fair (20% of those who provided comment)*

Comments coded within this section pointed to the notion that the complaints process is not timely, consistent, or fair. The majority of these participants reported that: the process takes too long; investigations are sometimes subject to internal biases (i.e., whether to investigate or not and how to handle the investigation); and discipline is not applied consistently within departments, nor is the investigation process itself conducted consistently across the eleven departments.

### *Management Issues (18% of those who provided comment)*

According to survey participants, management issues related to the process for handling complaints against the police included a drain on financial and manpower resources (particularly with regard to frivolous complaints), issues surrounding training and work experience for investigators charged with investigating complaints (participants noted that some internal investigators lack the experience to competently conduct

investigations), and the fact that respondent officers who have been complained about will have increased stress and reduced morale regardless of whether the complaint is substantiated or not.

*Officer's Rights (15% of those who provided comment)*

Several individuals mentioned that they feel that their rights are violated when going through the process to investigate a complaint against the police. Officers noted that the standard of proof in this process is similar to that in civil law, and felt that they have been treated as if guilty until proven innocent. Participants also reported facing double jeopardy as they are subject to both the *Police Act* as well as the *Criminal Code*. Another area where officers felt their rights were violated is with regard to having to provide statements: some participants noted that having to submit their statements may be akin to forced self incrimination. Finally, officers also reported that that it was unfair that they could not question the complainant (i.e., “face their accuser”) about the alleged event.

*Police Act (8% of those who provided comment)*

A few officers mentioned that the language of the text within the existing Police Act is verbose, complex, ambiguous, and often contradictory. Individuals also stated that the prescribed timelines and regulations create unnecessary administrative burden on one hand, and are lacking in others (i.e., there is no timeline requirement for OPCC to confirm the file closure). Additionally, a few officers also pointed to a desire for having timelines added with regard to the purging of employee records, particularly in regard to unsubstantiated or summarily dismissed complaints files.

*Police Investigating Police (8% of those who provided comment)*

Comments coded under this category referred to statements made by participants in regard to the notion of civilian oversight and issues related to police investigating police. Some of the points discussed by participants included: the potential for bias in favour of – or against – specific members when police investigate their own or having a civilian oversight body that lacks the experience or background to understand the realities of the policing environment. A couple of officers mentioned that other professions (such as lawyers and doctors) are investigated by members of their own professional body, and that the biggest concerns surrounding police investigating police is the negative public perception of that process.

*RCMP (3% of those who provided comment)*

Some of the participants pointed to a weakness in the existing process for handling complaints against the police by noting that RCMP officers within the province, who work with the municipal police on integrated teams, should be subject to the same requirements and regulations. This separation is sometimes seen as a double standard which creates tension between the two forces, particularly when the RCMP have been called in to assist in external investigations of municipal police. RCMP investigations into complaints against municipal police were also seen by some of the municipal officers as a difficult challenge for investigators who may not be familiar with Part 9 or *Police Act* Regulations.

*Miscellaneous (11% of those who provided comment)*

Comments coded under this category are comprised mostly of one-off types of statements that did not recur enough times to warrant a category placement of their own. The only exception to this was with regard to comments about issues surrounding the receipt of complaints by persons suffering from mental illness.



### 3 CONCLUSION

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Findings from this research suggest that education and awareness need to improve in order for sworn members to adequately understand their rights and responsibilities regarding the process for handling public complaints against the police. Training and education fall under the mandate of both the OPCC and department authorities. Three-quarters of all those who responded to the survey noted specifically that they would like further training and information on the subject. Training in regard to the intricacies of the *Police Act*, the steps of the process for handling complaints, and the rights of respondents would be useful for all members. Some participants also felt it would be beneficial for Professional Standards investigators to have further training (hands-on or through formal methods) regarding investigative and interviewing skills.

Throughout the findings presented in this paper, demographic analysis has pointed to consistent themes for one particular group of participants: Constables with few years of service working in general duty and Targeted Enforcement Teams seem to be the least satisfied with the process, the most in need of training, the most likely to be involved as respondent officers, the least likely to have been in contact with the OPCC, and the least likely to think that disciplinary measures are appropriate and applied consistently. Targeted training toward this specific group would likely reap the most benefits.

In general, confidence in the OPCC could be improved through increased awareness of their role and oversight activities. Officers appreciate the ability of the OPCC to contribute to public confidence in the process for handling complaints, ensuring shared standards, and overseeing investigations, but specific criticism of the Commissioner and the Office points to a belief that the OPCC is biased against police and prone to influence and suggestion of politics, media, public, and special interest groups. Some participants have noted that increased awareness of their role and oversight activities, whether through education and training, contact with respondent officers even by letter, and/or through clearly defined and legislated authority, would contribute to police confidence in the role of the Office.

Police confidence with the process overall can be improved through changes to the *Police Act*, work to improve timelines and consistency of investigations, management and union attention to stress and morale-related issues when officers are involved in complaints, increased awareness of individual roles and responsibilities throughout the process, and through efforts to increase public confidence in the system.

## ANNEX I: INVITATION AND QUESTIONNAIRE

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To: <Rank> <Firstname> <Lastname>

From: Kevin Begg

Subject: Police Awareness Survey

I am writing to request your participation in a survey regarding your awareness of and experiences with the process for handling complaints against the police. Every sworn member from the 11 municipal police departments has been invited to participate. Information gathered from this survey will be used to inform the review of the Police Complaints Process, recently ordered under section 42 of the Police Act. The province has appointed Joe Wood to lead this review.

This survey is voluntary, and you can help us by taking 10 minutes to share your thoughts and opinions. Completing this survey is your opportunity to have input into the review. Responses are requested by 8:30 am, Monday November 14th, 2005.

To access the survey:

- Go to <http://www.surveys.gov.bc.ca/logins/policeawareness.html>
- Type in the Login Code <#####>

Thank you in advance for your participation

Kevin Begg

Assistant Deputy Minister and Director of Police Services

### **CONFIDENTIALITY:**

This survey is being conducted by BC STATS. Data collected for this survey are protected under the authority of the Statistics Act. Under Section 9 of the Statistics Act., BC STATS cannot disclose information that could be used to identify an individual return to any person, organization or government agency. Section 9 of the Statistics Act applies despite the provisions of the Freedom of Information and Protection of Privacy Act (FOIPPA), other than Section 44(2) and 44(3) of FOIPPA.

As such, please be assured that your answers will remain completely confidential. When you submit your completed questionnaire your name is never connected to your answers in any way. Demographic information provided by your Chief may be linked to your responses; however, only grouped results will be reported to the Police Complaints Process Review Team. BC STATS will make every effort to remove any information you write in open-ended comments that could potentially be used to identify you. To help preserve your anonymity, we strongly recommend that you avoid personalizing your comments.

**ADDITIONAL DETAILS:**

If you have any questions about this survey or concerns about confidentiality, you may call a member the Review Team or the BC STATS survey administrator:

Review Team (604) 660-2906

BC STATS    888-447-4427 (ext.4)  
                  250-387-0332 in Victoria  
                  BCStats.SurveyMail3@gov.bc.ca

# Ministry of Public Safety and Solicitor General

## Police Awareness Survey

*When responding to questions regarding your police department, please refer to your experiences within the department you are currently employed.*

*This survey should take less than 15 minutes to complete.*

**CONFIDENTIALITY:** Responses to this questionnaire will be kept confidential by BC STATS. Under Section 9 of the *Statistics Act*, BC STATS cannot disclose information that could be used to identify an individual return to any person, organization or government agency. Section 9 of the Act applies despite the provisions of the *Freedom of Information and Protection of Privacy Act*.

Comments are generally the most valuable part of the survey. All comments provided in the comment boxes will be provided verbatim; however, prior to release, BC STATS will remove any identifying information so that you will remain anonymous. To help preserve your confidentiality, we recommend that you avoid personalizing your comments.

Begin >

### AWARENESS OF THE POLICE COMPLAINTS PROCESS

1. If a member of the public wishes to make a complaint against your department or a police officer employed within your department, where can they make this complaint? *Please check all that apply.*

*To the Chief*

*To the departmental discipline authority*

*To the Professional Standards (Internal Investigations) unit*

*To the senior officer on duty*

*At the Office of the Police Complaints Commissioner*

*Other, please specify \_\_\_\_\_*

*Don't Know*

	Yes	No	Don't Know
2. Can you, as a police officer, make a confidential complaint to the Police Complaints Commissioner regarding the misconduct of any other police officer?			
3. During investigation, can information about the complaint be withheld from the respondent officer if the Police Complaints Commissioner or the Discipline Authority believes that disclosure would compromise investigation?			
4. Are respondent officers <i>required</i> to provide investigators with a statement outlining their own version of events?			
5. Are witness officers <i>required</i> to meet with investigators and answer their questions?			
6. Are witness officers <i>required</i> to testify (if requested by an adjudicator) at public hearings and inquiries into complaints against the police?			
7. Can an investigation take place, even if the complainant has withdrawn their complaint?			

8. Have you ever read Part 9 of the *Police Act* regarding complaints against the police?

- Yes
- No
- Don't Know / Don't Remember*

9. Have you ever read your department's policies and procedures with regard to complaints against the police?

- Yes
- No
- Don't Know / Don't Remember*

10. What type of training have you received with regard to the police complaints process? *Please check all that apply.*

- Recruit Training*
- In-service courses (i.e., JIBC Police Academy)*
- Department Orientation*
- Department Directives/Standing Orders*
- Special workshops/lectures (e.g., from the Office of the Police Complaints Commissioner)*
- Other, please specify \_\_\_\_\_*
- Have not received any training*

11. Do you think the information and training you have received regarding the complaints process is sufficient enough for you to understand your role in the complaints process?

- Yes
- Somewhat
- No
- Don't Know

12. Would you like to receive additional information or training regarding the complaints process?

- Yes
- No
- Don't Know

### EXPERIENCE WITH THE POLICE COMPLAINTS PROCESS

Do you believe investigations into complaints involving your department are conducted...	By <u>internal</u> investigators from within your department			By <u>external</u> investigators from another department		
	Yes	No	Don't Know	Yes	No	Don't Know
13. ...in a timely manner?						
14. ...without bias?						
15. ...with due diligence?						

16. Do you believe disciplinary measures with regard to complaints against the police involving your department are applied consistently?

- Yes
- No
- Don't Know

17. In general, do you believe disciplinary measures with regard to complaints against the police within your department are appropriate, too harsh, or too lenient?

- Too harsh
- Appropriate
- Too lenient
- Don't Know

18. In the past 2 years, has a member of the public approached you with regard to making a complaint against your department or a police officer employed within your department?

- Yes
- No

19. In the past 2 years, have you had a formal complaint filed against you by a member of the public *and/or* acted as a witness officer during the processing of a complaint against another officer? *Please check all that apply.*

*Yes, I have had a complaint filed against me – Go to Q20*

*Yes, I have acted as a witness officer – Go to Q20*

*Yes, I have acted as a witness officer and had a complaint filed against me – Go to Q20*

*No – Go to Q23*

*Please answer the following 3 questions with regard to the most recent complaint you were involved in (either as a witness officer or as a respondent officer).*

<b>Do you believe the investigation into that particular complaint was conducted...</b>	<b>Yes</b>	<b>No</b>	<b>Don't Know</b>
20. ...in a timely manner?			
21. ...without bias?			
22. ...with due diligence?			

**OFFICE OF THE POLICE COMPLAINTS COMMISSIONER**

23. Are you aware of the role of the Office of the Police Complaints Commissioner for British Columbia?

*Yes*

*No – <Pop-up with Role of the OPCC>*

**Role of the OPCC:**

The Office of the Police Complaints Commissioner (OPCC) is responsible for overseeing the handling of complaints against municipal police to ensure they are handled fairly and impartially. The OPCC ensures that all complaints are thoroughly and professionally investigated by the police. The Commissioner may request additional investigation either by the same investigators or by an external agency, and may arrange for a Public Hearing.

Persons wishing to make a complaint may do so either to the OPCC or to the Police Department involved in the complaint. Staff at either location will:

- Ensure that the complainant understands the process,
- Ensure that the complainant understands their rights under the Police Act,
- Assist the complainant by providing necessary information, and
- Provide information about informal resolution or mediation.

24. Have you ever been in contact with the Office of the Police Complaints Commissioner?

*Yes*

*No*

*Don't Know / Don't Remember*

25. How would you rate your level of confidence with the performance of the Office of the Police Complaints Commissioner?

*Very Confident*

*Confident*

*Neutral*

*Not Very Confident*

*Not Confident At All*

*Don't Know / No Opinion*

### **OVERALL OPINIONS**

*When answering these next three questions, please reflect on all levels of the police complaints process (i.e., internal processes, internal and external investigations, the role of the Office of the Police Complaints Commissioner, etc.).*

26. How would you rate your level of confidence with the *overall* process for handing complaints against the police?

*Very Confident*

*Confident*

*Neutral*

*Not Very Confident*

*Not Confident At All*

*Don't Know / No Opinion*

27. What do you think are the strengths of the current police complaints process?

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28. What do you think are the weaknesses of the current police complaints process?

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29. How many years, in total, have you been employed as a Police Officer? \_\_\_\_\_

30. Please select the assignment group which best describes your basic job functions or responsibilities:

*Corporate Functions (i.e., HR services, strategic planning, research, training/education)*

*Administration/Document Services/PRIME*

*Professional Standards/Internal Investigations*

*Investigations (i.e., Forensics, Homicide, Gang Surveillance, Fraud, Missing Persons)*

*Targeted Enforcement Teams (i.e., Traffic, Drug Squad, Dog Squad, ERT)*

*General Duty/Patrol*

*Community Policing/Youth Liaison*

*New Recruit/Block Training*

*Other, please specify \_\_\_\_\_*



**Contact info page:** *(only for those who said yes in Q19)*

If you would like to participate in an interview, you can call the review team to arrange one. The telephone number in Vancouver is (604) 660-2906. If you are calling from outside the lower mainland, please feel free to call collect.

[Submit Survey](#)

Submitting the survey will take a minute or two.

## ANNEX II: COMPARISON OF POPULATION TO RESPONDENT GROUP

Group	% Population	% Sample	% Difference
Oak Bay	1%	2%	1%
Central Saanich	1%	2%	1%
West Vancouver	3%	5%	1%
Victoria	10%	13%	3%
Saanich	7%	9%	1%
Abbotsford	7%	8%	1%
Nelson	1%	1%	0%
Port Moody	2%	2%	0%
New Westminster	5%	5%	0%
Delta	7%	6%	0%
Vancouver	56%	50%	-6%
Staff Sergeant	1%	2%	1%
Superintendent / Inspector	3%	4%	1%
Executive	1%	2%	1%
Corporal	0%	1%	0%
Sergeant	13%	18%	4%
Detective	1%	2%	0%
Constable	80%	72%	-8%
Professional Standards	1%	1%	1%
Other Assignments	2%	4%	2%
Investigations	17%	21%	4%
General Duty / Patrol	47%	48%	1%
Community Policing / Youth Liaison	4%	4%	0%
Administration / Document Services / Prime	3%	2%	0%
Corporate Functions	8%	6%	-1%
Targeted Enforcement Teams	16%	12%	-5%
New Recruit / Block Training	4%	1%	-3%
Less than 5 years	38%	27%	11%
6 to 10 years	19%	18%	1%
11 to 15 years	13%	13%	0%
16 to 20 years	13%	17%	-4%
21 to 25 years	11%	13%	-2%
Greater than 25 years	6%	11%	-5%
<b>Grand Total</b>	<b>100%</b>	<b>100%</b>	<b>0%</b>

## ANNEX III: OVERALL RESULTS TABLES

**Table 40: Overall Awareness Results**

#	Awareness Questions	%
1	If a member of the public wishes to make a complaint against your department or a police officer employed within your department, where can they make this complaint?	
	To the Chief	76%
	To the departmental discipline authority	60%
	To the Professional Standards (Internal Investigations) unit	80%
	To the senior officer on duty	87%
	At the Office of the Police Complaints Commissioner	81%
	Other (Any member, supervisor, or department; PIC; telephone, web, or email; police board)	12%

**Table 41: Overall Knowledge Results**

#	Knowledge Questions	% Yes	% No	% Don't Know
2	Can you, as a police officer, make a confidential complaint to the Police Complaints Commissioner regarding the misconduct of any other police officer?	67%	5%	28%
3	During investigation, can information about the complaint be withheld from the respondent officer if the Police Complaints Commissioner or the Discipline Authority believes that disclosure would compromise investigation?	58%	10%	31%
4	Are respondent officers required to provide investigators with a statement outlining their own version of events?	58%	33%	9%
5	Are witness officers required to meet with investigators and answer their questions?	70%	16%	14%
6	Are witness officers required to testify (if requested by an adjudicator) at public hearings and inquiries into complaints against the police?	75%	5%	20%
7	Can an investigation take place, even if the complainant has withdrawn their complaint?	86%	2%	12%
8	Have you ever read Part 9 of the Police Act regarding complaints against the police?	44%	28%	28%
9	Have you ever read your department's policies and procedures with regard to complaints against the police?	69%	18%	13%

**Table 42: Overall Training Results**

#	Training Questions	% Yes
10	What type of training have you received with regard to the police complaints process?	
	Recruit Training	63%
	In-service courses (i.e., JIBC Police Academy)	27%
	Department Orientation	39%
	Department Directives/Standing Orders	34%
	Special workshops/lectures (e.g., from OPCC)	16%
	Other (Union training, promotional or increment exams, personal experience, agent's course, team training, personal interest, previous experience in internal investigations, conference or workshop attendance, and word of mouth)	14%
	No Training	9%
11	Do you think the information and training you have received regarding the complaints process is sufficient enough for you to understand your role in the complaints process?	
	Yes	21%
	Somewhat	43%
	No	35%
12	Would you like to receive additional information/training regarding the complaints process?	72%

**Table 43: Overall Opinion Results**

#	Opinion Questions	% Yes	% No	% Don't Know
13	Do you believe investigations into complaints involving your department are conducted...			
	In a <u>timely</u> manner by internal investigators?	69%	16%	15%
	In a <u>timely</u> manner by external investigators?	30%	19%	51%
14	With <u>due diligence</u> internal investigators?	79%	7%	14%
	With <u>due diligence</u> external investigators?	38%	10%	52%
15	<u>Without bias</u> by internal investigators?	74%	11%	15%
	<u>Without bias</u> by external investigators?	34%	16%	50%
16	Do you believe disciplinary measures with regard to complaints against the police involving your department are applied consistently?	46%	24%	29%
17	In general, do you believe disciplinary measures with regard to complaints against the police within your department are appropriate, too harsh, or too lenient?			
	Too harsh	10%	-	-
	Appropriate	58%	-	-
	Too lenient	3%	-	-
	Don't Know	28%	-	-

**Table 44: Overall Experience Results**

#	Experience Questions	% Yes
18	In the past 2 years, has a member of the public approached you with regard to making a complaint against your department or a police officer employed within your department?	54%
19	In the past 2 years, have you had a formal complaint filed against you by a member of the public and/or acted as a witness officer? <i>Total Respondent/Witness/Both</i>	
	Respondent	28%
	Witness	8%
	Both	12%
20	Investigation into that particular complaint was conducted in a timely manner	75%
21	<u>Without bias</u>	83%
22	With <u>due diligence</u>	86%
23	Are you aware of the role of the OPCC?	89%
24	Have you ever been in contact with the OPCC?	23%

**Table 45: Overall Level of Confidence Results**

#	Level of Confidence Questions	% Very Confident	% Confident	% Neutral	% Not Very Confident	% Not Confident At All
25	Level of confidence with the performance of the OPCC?	5%	18%	37%	22%	18%
26	Level of confidence with the overall process?	7%	42%	30%	16%	5%

